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REPORT OF

The Board of Park and Boulevard Commissioners

1893

OF KANSAS CITY, MISSOURI.

PARK AND OUTDOOR ART ASS'N.
DEC 6 1897
WARREN H. MANNING, Sec'y & Treas.,
1146 Tremont Bldg., Boston, Mass.

REPORT

OF THE

Board of Park and Boulevard Commissioners

OF KANSAS CITY, MO.

EMBRACING RECOMMENDATIONS

for the

Establishment of a Park and Boulevard System for Kansas City.

Resolution of October 12, 1893.

Kansas City, Mo.:
Hudson-Kimberly Publishing Co.
1893.

...BOARD OF...

Park and Boulevard Commissioners.

AUGUST R. MEYER,

W. C. GLASS,

S. B. ARMOUR,

LOUIS HAMMERSLOUGH,

ADRIANCE VAN BRUNT,

GEO. E. KESSLER, Engineer.

OFFICE OF THE BOARD OF PARK AND
BOULEVARD COMMISSIONERS.

KANSAS CITY, MO., October 2, 1893.

Hon. W. S. Cowherd, Mayor:

DEAR SIR,—We have the honor to report to you in the following the results of our investigation and researches, and to submit to you our conclusions in the matter of providing pleasure-grounds and boulevards for this city, with which duty it has pleased you to charge us.

Careful consideration of the problem before us has brought the conviction that we must deal with it in its application to the entire city. While the recommendation of one improvement at a time may seem to possess the merit of conservatism, such a course certainly is open to the criticism that it does not permit, on the part of the public, an intelligent judgment upon the value of such improvement. The community as a whole can hardly be expected to be familiar with the topographical and other conditions within and about the city, or with all or even a considerable portion of localities within the city, or in its immediate vicinity, that possess great natural beauty. The value of selections for public purposes, their most satisfactory distribution, and the dependence of one improvement upon another, cannot be appreciated without a general plan, and without a full discussion of the considerations that have had a voice in the preparation of such a plan.

We have therefore thought it best to prepare a plan embodying all improvements which, in our opinion, should be undertaken in the near future, or the execution of which should, at all events, be assured or made possible, and at reasonable expense, by selecting now, in advance of the growth of values, for public squares and for local parks, lands of a special character, *i. e.*, lands of practical and ornamental value to the city.

While we feel that conscientious and energetic attention to the duties imposed, and careful study of the problem before us, justify that we express our opinions with some confidence, we realize that we ought to call attention to the following important guiding facts that we have constantly had before us:

First. That we are charged with the duty of developing a plan that shall not only meet present, but future wants.

Second. That to undertake important work in a half-hearted manner is the poorest economy, and that it is far better to plan comprehensively and broadly and proceed with actual construction leisurely, than to attempt economy in the original plans, expecting on that account more ready assent on the part of the public, and more rapid progress of construction.

Very truly yours,

A. R. Meyer,
W. C. Glass,
S. B. Armour,
A. Van Brunt,
L. Hammerslough,
Commissioners.

REPORT OF THE COMMISSIONERS.

GROWTH OF THE SENTIMENT IN FAVOR OF PARKS IN KANSAS CITY.

The incorporation of a special article relating to Parks in the City Charter of 1889, is the first evidence of the recognition on the part of the law-makers and government of this city of the demand, on the part of at least an important minority of this community, for what is generally but rather loosely embraced under the term "Parks." The provisions of Article 10 of the Charter of 1889, however, were not of a character to permit and promote park work, and probably it was never intended that they should be. The evidence available is pretty clear that the article was inserted solely to quiet, for the time being, an awakening demand.

The bill framed by the late Judge John K. Cravens was an intelligent effort to provide a law that would actually permit work. The bill, after some considerable opposition, became a law. Many of its provisions were admirable, and there can be no doubt that the policy it advocated, of creating a separate corporation, independent in its government as well as in respect of territory under its control, of any municipal corporation, is best adapted to bring about the acquisition of, and to provide a proper government for, arge scenic parks. Such parks being designed for the use of the people of the entire city, or possibly of two adjoining cities, the cost of construction and of maintenance should properly be borne by all the people enjoying its use, and the government necessarily must be independent of either corporation.

The law was unfortunately declared void on account of a technical flaw—that is, on account of insufficiency of title. That the law was attacked, however, was due not to any fear of its being unconstitutional, but to the opposition of certain classes, who were then, and are perhaps now, inimical to the prosecution of park construction. Had this opposition been unable to make good the defeat of the law in the attack actually made, another would undoubtedly have been speedily organized.

However, if proof was still wanting that the great majority of our citizens, those who were the city's best friends and desired her greatest advancement, those who believed it the duty of the city towards its mechanics and laboring men to provide reasonably for rational enjoyment and recreation, the mechanics and laboring men themselves, and that great body of citizens to whom life was some-

thing more than a mere tread-mill effort to keep alive, not only desired, but demanded, recognition of the city's need of park improvement, that proof was forcibly and convincingly supplied during the charter amendment campaign of 1892, and by the large vote in favor of a more enlightened and progressive municipal policy cast at the special election in the spring of 1892.

The charter amendment election improved the park provisions materially. The amendment, however, which took the place of the old park provisions, was still seriously defective, in that it either compelled very restricted operations, or imposed heavy burdens.

The inefficiency of the Amended Charter provisions was, however, promptly met by the presentation to the State Legislature of a carefully prepared park bill. This bill, which has since been enacted into the present law by the Legislature of 1892, is probably better suited to the immediate needs of our city than was the Cravens law. The objects of the two laws differ radically, or perhaps it would be more just to say, the laws differ radically as to the results that under them are most readily and advantageously obtainable. The Cravens law was best adapted to the providing and government of large rural parks, which now are obtainable only beyond the limits of our city. The present park law, on the other hand, lends itself most readily and most advantageously to the internal improvement and beautifying of our city. We will call attention to the important features of the present park law in another place. It will be sufficient to say here, that its provisions are particularly effective in providing a just distribution of the cost of improvements, and in spreading the payment of assessments for improvements over long periods.

The forcible expression of our people at the polls; the repeated discussions upon the subject of parks in deliberative bodies, such as the Commercial Club; the frequent appearance of articles in the daily press, urging the need of park improvement; the successful efforts to secure a satisfactory park law, and the very evident sentiment that pervades our community in favor of park improvement, a sentiment that is continuously and persistently asserting itself, leave no doubt that the majority of our people not only favor park improvement and park construction, but that they demand and insist that actual work shall not be delayed.

The present administration of our city is in full accord with the public, and if the experience of other large cities counts for anything, the movement for parks, inaugurated and pushed by the people, is not likely to experience a set-back in this city.

AIM AND JUSTIFICATION OF PARK IMPROVEMENT. The "Park Movement" in this country, which has successively and successfully invaded our large cities, began with the legislation of 1851, that led to the establishment of Central Park, New York. Mr. F. L. Olmsted, in an able paper read before the American Social Science Association, analyzes what he calls the originating impulse of the "Park Movement," as follows:

"In what then shall we find the originating impulse, the aim and justification of the 'Park Movement'?

"Considering that it has occurred simultaneously with a great enlargement of towns and development of urban habits, is it not reasonable to regard it as a self-preserving instinct of civilization?"

The healthful effect upon mind and body of rural surroundings and of beautiful natural scenery is evident; to provide these for people living in crowded cities is an imperative necessity, well recognized by all who are familiar with the consequences of the continually growing tendency towards concentration of population in cities. That this concentration of population is bound to go on indefinitely must also be admitted.

Many of the ills of mind and body that are the direct outcome of life in a crowded city can be avoided or palliated by access to surroundings completely differing from those found in the city, surroundings that invite to rest and quiet contemplation and the dropping of all business cares. The business man who has permitted his business to gradually absorb his time and his full powers, the man and woman who by daily and unremitting toil only can supply the most necessary wants of the family, the children who during the most tender age are exposed to the mind- and body-destroying influences of crowded tenement-houses, all need the quiet, healing and recreative influence of pure, unalloyed nature to reëstablish and maintain the moral and physical equilibrium. These influences dwell only in surroundings of a distinctly and purely rural character, and if these are to be supplied in a reservation to be set aside, improved and maintained for generations, that is, if they are to be supplied in a park, it is indispensable that a very considerable body of land be selected and acquired for such purpose.

PRELIMINARY WORK OF THE PARK COMMISSION. The present Commission has been in office since April, 1892. During that period the Commissioners have endeavored to thoroughly familiarize themselves with the duties of their office. A committee has visited the cities of Boston, Baltimore, Washington, Brooklyn, New York, Buffalo, St. Louis and Chicago to study park

work and park laws, and to ascertain, by inquiry on the ground, the advantages and results, esthetic and material, that have been obtained in those cities from park improvement. The Commission and its engineer have carefully and thoroughly, for two seasons, studied the topography of the city and surroundings, have examined many localities and parcels of land and have sought knowledge in many directions, in order to be able to determine upon a plan for the beautifyiug and improvement of the city that would at the same time be the most obvious, the most characteristic and likely to result in the greatest benefit to the city. The Commission has consulted the eminent firm of landscape architects, Messrs. F. L. Olmsted & Co., now Olmsted, Olmsted & Elliot, of Brookline, Mass., and has thereby had the great advantage of competent advice and guidance during the most important and critical period of its administration.

The title "Park and Boulevard Commissioners" given the board by the charter provisions, under which the first appointments were made, we must look upon, from our standpoint, as particularly fortunate, since that title no doubt exercised an influence upon the general policy adapted by this board, by directing its first attention to the need of improvement within the city.

The high position in the commercial world already attained by our city, and the well-recognized possession of advantages that must lead in the near future to yet greater commercial eminence, assure here a large and densely populated city.

The providing of a large rural scenic park should therefore not only receive consideration and attention at this time, but it would be unquestionably the part of wisdom that a satisfactory reservation be secured as soon as possible, in advance of the utilization of suitable lands for other purposes, and in advance of the growth of values. There are to-day near the city many tracts of land well situated, of considerable size, possessed of natural and scenic beauty of a high character, which would form a most satisfactory basis for a large scenic park.

While we are in the fullest sympathy with such wise and good friends of the people as Mr. F. L. Olmsted, and willingly admit the great usefulness of large scenic parks in correcting and opposing the evil results of life in crowded cities, we are bound to recognize that there exist within the boundaries of our city other special and urgent problems and peculiar conditions that should engage our attention, and which, in order that we may be able to render the greater service to the city, should engage our attention first.

Under the circumstances, we make no recommendation at this time of a large reservation for a scenic park, but confine our recommendations to the more urgently needed public squares and local parks within the city, the embellishment of certain characteristic points, and the establishment of parkways or boulevards.

These recommendations are made for the reasons we respectfully submit in the following:

THE VALUE OF BEAUTY. Lying amidst singularly beautiful surroundings, possessing an irregular and diversified topography that would lend itself readily to improvement under the hand of the landscape architect, and abounding within her own limits in charming and, not infrequently, beautiful spots, our city has not only so far failed to make use of these advantages, but, on the contrary, the desire on the part of the owners of land to quickly bring their lands into market has resulted in destroying much of the natural beauty of our city.

There is not within the city a single reservation for public use. Localities and land that possess natural beauty of a high order, and there are many such within the city, points that command rare and distant views into and beyond the great and fertile valley of the Missouri, are in the hands of private individuals; handsome cliffs and bluffs, interesting and charming ravines, characteristic of the country about us, and which under the treatment of the skillful landscape architect would be susceptible of inexpensive conversion into most valuable public reservations, because, by preserving in them features of great natural beauty, they would, in a measure, blend the artificial structure of the city with the natural beauty of its site, and at the same time would supply recreation-grounds, are now themselves disfigured by shanties and worthless structures, and in turn exercise a depressing effect upon the value of adjoining lands, better suited than they for private uses.

There has been in our city thus far no public concession to esthetic considerations. We are but just beginning to realize that by beautifying our city, making our city beautiful to the eye, and a delightful place of residence, abounding in provisions that add to the enjoyment of life, we not only will do our duty to our citizens, but we shall create among our people warm attachments to the city, and promote civic pride, thereby supplementing and emphasizing our business advantages and increasing their power to draw business and population. In the location of our city, with reference to one of the largest and most prosperous agricultural sections of this country, or, for that matter, of the world, in the large number of

important railways serving us, in our already large supply of important business houses, and in our banks, we possess forces that ought to, and in all probability will, make this a great commercial, manufacturing and financial place; but there are greater possibilities in store for our city. We have it in our power to make her the metropolis of that vast and fertile region, the great Southwest, which at no distant future is sure to become the home of a large and prosperous population; but to accomplish this result, we must offer more than business advantages.

To become the metropolis, that is the center, of a large and prosperous territory that contains a large population, the city must supply to a degree materially exceeding other rival cities, all the results of modern progress and of modern civilization. The city must be the center of the sum total of the thought and the activities of the people residing within the territory which the city aspires to dominate. The city must be as well the social center, if she desires to become, without successful rival, the business center.

The wholesale dry goods business has shown remarkable strength and growth within the last two years, and yet wholesale dry goods men assert that if we had one or two more wholesale hat and cap houses, one or two more clothing houses, and millinery houses, the dry goods business would thereby be much assisted. In other words, by providing additional business attraction, we would enhance the prosperity of business enterprises that we already possess.

Our Commercial Club, whose earnest and loyal efforts in behalf of the city every good citizen appreciates, has brought to our city, from time to time, people from towns and cities with which our merchants desire to trade, endeavoring, by cultivating pleasant social relations with towns and cities naturally tributary to us, to advance the business interests and to enlarge the business territory of our city. If, in addition to showing our visitors business advantages and facilities, we could in the future show a beautiful city, show in our open squares, our boulevards and parks that we pay due attention to the comfort and happiness of our people and possess rare opportunities of enjoyment, who can doubt that we would not only largely increase the respect for the enterprise of our city, but that by possessing a city head and shoulders above all cities for a great distance about us, in beauty, a city in which it would be pleasant and agreeable to live, we would add a powerful attraction that would never cease to draw our neighbors, and with them would bring their trade. Our city would then truly be the metropolis

where everything is better than at home, and where many would come each year to spend some days in the enjoyment of its social and other pleasures.

The conditions of modern life make it possible for many to give great importance to advantages other than business advantages, in the choice of their permanent place of residence. A man who has been successful in the building up of a business in a small town, and after he has thoroughly organized his business, can often direct its affairs advantageously from a commercial center not too far distant, and as, with increase of wealth, his desire to enjoy life grows, he will be very apt to change his residence in favor of a beautiful city, where he can enjoy more pleasure and greater comfort than at his old home. From such men is made up the capitalist class of cities, that class to whose experience, ability and means the building up of a city is always largely due. A capitalist in the broadest sense is a man, not only of money, but possessed at the same time of business experience, sagacity and knowledge. Such men are necessarily the result of slow growth and the restricted territory of an embryo metropolis is too narrow to raise much of a crop. These men must be drawn from without. They must be furnished inducements to change their place of residence. Capital from without is hard to attract and goes always by preference into lands and buildings of a reasonably secure value. To local capital falls the task to inaugurate, promote and push new enterprises.

However, it is not only the capitalist who is attracted by the beautiful city that assures a pleasant and broad life. The same attractions have their effect upon all classes, for there is probably no man or woman that does not prefer agreeable and pleasant surroundings to the reverse, and the more intelligent and cultivated, and therefore the more productive and useful the man, the higher his demands of life. The city that confines itself to providing business advantages only, cannot in the long run, in competition with other large cities, maintain an eminent position, and certainly fails to make the fullest use of its opportunities.

The City's Duty. The material advantage of the city, although deserving of the greatest attention and consideration, does not supply the only justification for internal improvement and beautifying. There stands out boldly the claim also of those who are not able to select their place of residence, and whose opportunity to temper the daily recurring struggle for existence with a resonable modicum of rational enjoyment and recreation depends upon the wisdom, not less than upon the humanity, of those who influence and

direct the policy of the government of a city, and of those that govern it. The duty to provide play-grounds for the children, recreation-grounds and parks for the great working body of a large city, cannot fail, and does not fail, of being admitted, and is acted upon, in every wisely governed and civilized community. To make the most of life is the highest duty of the individual, and to permit and advance its fullest development and enjoyment is clearly the first and greatest duty of every municipal corporation towards its citizens. Life in cities is an unnatural life. It has a tendency to stunt physical and moral growth. The monotony of brick and stone, of dust and dirt, the absence of the colors with which nature paints, the lack of a breath of fresh air, write despair on many a face and engrave it upon many a heart. How is the poor man's boy to grow into a cheerful, industrious and contented man, unless he can play where play alone is possible, that is, on the green turf, and under waving trees, can take with him into manhood the recollections of an innocent, joyous boyhood, instead of the impressions of dirty, white-faced and vicious gamins, and their and his acquaintance with immorality and vice.

We believe our city has reached that point where, for every reason, the undertaking of internal embellishment and the providing of play-grounds and local pleasure-grounds, or local parks, should no longer be neglected. The considerations which have been briefly sketched lead us to strongly recommend that the supplying of play-grounds and of local recreation and pleasure grounds should receive the first and immediate attention. We also advise that there be no delay, in at least acquiring title to parcels of land now unoccupied, or occupied by temporary structures; lands that, in addition to serving the purpose of local recreation-grounds or parks, would permit of retaining for all future time some of the characteristic features of our natural scenery, and would protect localities that possess especially fine views. There are many such opportunities in different localities of the city. The selection and improvement of such lands for public use, moreover, would make what are now drawbacks to adjacent territory, and injuriously effect the best use, and therefore the value, of adjoining property—in fact, what are now positive eyesores—elements of particular and characteristic beauty of our city. Such policy would not only make this a beautiful city, but would give the city a special character and beauty of its own.

Effect of Parkways or Boulevards upon Real Estate Values.

It is to the interest of the city, and of every individual within it, that all lands within

the limits of this city be as fully and advantageously occupied as possible, and thereby become as valuable as possible. These results can be achieved only if lands are occupied and used for the purposes to which they are naturally, and therefore best, adapted, and if city improvements be so planned and carried out as to justify and encourage the fullest use and the highest possible development and improvement of all lands.

Unfortunately, the location and establishment of a city, and frequently the attainment of that dignity, are the result of pure accident. The future importance of the place, while imagined and predicted, cannot be foreseen with certainty. There is consequently a great difficulty in securing co-operation among land-owners, and a development in the general interest becomes difficult, if not impossible. Streets are laid out to accommodate either actually existing, immediate wants, as they are at the time understood and urged, or to accommodate the wishes and fancied needs of the land-owners. The laying out of additions is badly controlled, if at all, and follows the individual judgment and advantage of the land-owner, giving no heed to the advantage or the best interests of the community.

Residences go up in remote parts of the city, near the city limits, or in the suburbs, in order to escape the erratic tendency of shops and small business houses to fasten themselves upon a colony of houses that promise patronage, only, however, to draw other small shops and business houses that seem determined to capture local trade. After a period of this sort, the natural result is a large sprawling combination of city and village. A sharp division of localities, or even streets, according to use, does not exist. Uncertainty as to use is a direct hindrance to improvements, and therefore this state of affairs has encouraged the erection of temporary buildings, or of buildings of an inferior character. The conditions above described have at some period of their history been operative in most of our large cities, and have produced the same general results. Kansas City has not been an exception. With us an erratic and tantalizing topography has discouraged the adoption of a plan adapted to natural conditions and from which the best results would have been obtainable. Fifteen or twenty years ago a plan might have been adopted that would have made this one of the most beautiful cities in the world. That plan would have involved withdrawing from private use and reserving for the use of the public many of the ravines and bluffs that are but poorly suited for private improvement, but which, if improved and maintained as public reservations,

would not only have laid the foundation for a magnificent park system, but would thereby have vastly increased the value of adjoining lands. It is by no means too much to say that had such a policy been pursued, the assessed valuation of lands within the limits of the city would to-day be far greater than it is. The difficulty at that time, however, was that such a policy could not be fully appreciated, because Kansas City was not then what she is now, and did not then promise the future that we all now believe is in store for her, and the adoption of such a policy would have seemed to involve heavy burdens upon the then smaller community. The conditions that we now actually find clearly demand that there be established, if possible, a strong tendency towards concentration and uniformity of use. A basis must be established for future development, to the end that every future improvement in the city may be of a permanent character, and of a high order. The fixing and classification of residence sections appears to be the only available remedy to correct the evils to which attention has been called. That remedy we believe will be found in the establishment of a boulevard system. Such a system, if carefully planned, if it give due weight to existing conditions and adapt itself to the topography, avoiding as much as possible forced routes and forced construction, will give a permanent residence character to certain sections of the city, and will determine and fix for a long time to come, if not permanently, the best and most valuable residence property. It will do more. By giving within the city some of the advantages of the country, but better roads and better kept roads than are usually found in the suburbs, in addition to all the advantages that city life affords, a comprehensive, well-planned and thoroughly maintained system of boulevards will check the tendency to spread out and to build residences in the suburbs, by producing the opposite tendency, that is, to build within the city.

The checking of the tendency to spread out and to build up suburbs, and thereby bringing about the more complete utilization of lands, and the close building up, within the city, is, under proper conditions, not only no disadvantage, but an advantage, because it will encourage the most complete sanitary provisions and the best maintenance of streets and alleys. Even street car companies are benefited by checking the tendency to build up suburbs, for a line through a well-settled section within the city yields much greater revenue than a long suburban line.

The best and most expensive residences will go up along boulevards, but these avenues will exercise a decided effect upon

the character of residences to a considerable distance on each side. They will, in fact, create compactly and well built-up residence sections.

The residence sections firmly established, retail business that supplies the many and frequent wants of the family will find its legitimate foothold, and all buildings erected for the purposes of such business will conform to the character of the improvements along the street and in the section on and in which they are located, thereby further adding to, instead of detracting from, the general harmony and uniformity of improvements and helping to establish the same more firmly. The general retail business will develop a strong tendency towards concentration upon certain streets most advantageously situated, thereby bringing about a more compact building-up of such streets. The occupation of lands generally within the city will be encouraged and will henceforth be in accord with the uses to which these lands are best adapted. Values of lands within the city will reach a level in harmony with the uses to which the lands are best suited, and those uses having been definitely established, values, instead of being variable and uncertain, will become fixed. The condition where blacksmith shop, hotel, store and residence dwell peacefully side by side is the condition of the village. In the city the retail merchant will select, as the most advantageous location, the street that contains many establishments of the same character as his. The man desiring to build a handsome residence will expect to be able to select a street which is sure to be used for residence purposes only, and for residences of the same class as that which he intends to build. It is such uniformity of use in a restricted territory that gives special value to lands.

Experience of Other Cities. The experience of other large cities that have undertaken systematic park and boulevard construction is in complete harmony with the conclusions presented above. The experience of Chicago is especially interesting, because its boulevard and park improvements are entirely artificial. Chicago possessed no diversified topography, had no lands or places of a high order of natural beauty, no well-wooded sections that possessed really good trees, to invite utilization for pleasure-grounds or drives, and still, under these discouraging conditions there has been created, by purely artificial means, though with the employment of the very highest skill, a beautiful and gigantic system of boulevards and parks, which admittedly has been of great advantage to Chicago. Chicago and her parks and boule-

yards are mentioned in the same breath. Without her parks and boulevards Chicago would not be the city she is to-day; would not possess the tremendous power of attracting men and money that has enabled her to assume, within a few years, her place among the great cities of the world, and that has enabled her to plan and successfully execute some of the most gigantic enterprises the world has ever known. A careful observer of Chicago's park and boulevard system cannot fail to notice the illustration, on a grand scale, of the effect of boulevards upon the full utilization of lands within the city, and upon the sharp separation of localities as to use. Towards the south, which is the principal direction in which boulevards and parks have been constructed, the vacant lands between former suburbs, such as Hyde Park, and the main city, are rapidly filling up with first-class residences. There is not a boulevard in Chicago, in any direction, that does not show in a marked degree and manner its influence upon the character of the buildings upon its sides. So well is this influence appreciated in Chicago, that, even with her already tremendous system, plans for new and additional construction are constantly under consideration, and even now are in process of execution. On Grand Boulevard residence property sells at $500.00 a foot, and on the handsomer Drexel Boulevard values reach $1,000.00 per foot. The business sections are sharply defined and closely built up. The following list of Chicago boulevards and parks, which has not been revised for some years, will give an idea of the importance and significance of this class of city improvement in our successful and prosperous neighbor.

SOUTH PARK DISTRICT.

BOULEVARDS.	LENGTH.	WIDTH.
Michigan Avenue Boulevard	5¾ miles.	100 feet.
Drexel Boulevard	1½ "	200 "
Grand Boulevard	2 "	198 "
Oakwood Boulevard	½ "	100 "
Garfield Boulevard	3.5 "	200 "
Western Avenue Boulevard	2.81 "	200 "
Thirty-fifth Street Boulevard	.32 "	... "
Fifty-seventh Street Boulevard	.03 "	100 "

Total mileage of boulevards, 16.37, of which considerably over one-half, namely, 9.89 miles, have a width of 200 feet.

PARKS.

Jackson Park	523.9 acres.
Washington Park	371 "
Midway Plaisance	80 "
Gage Park	20 "
Total park area	994.9 "

WEST SIDE SYSTEM.

BOULEVARDS.	LENGTH.	WIDTH.
Washington Boulevard	3.25 miles.	100 feet.
Central Boulevard	1.5 "	250 "
Douglass Boulevard	.75 "	250 "
Humboldt Boulevard	"	250 "
Total mileage	5.50 "	

PARKS.

Union Park	acres.
Jefferson Park	5½ "
Garfield Park	185 "
Humboldt Park	200 "
Douglass Park	180 "
Total acreage	570 "

NORTH SIDE SYSTEM.

The North Side system, so far, comprises the Lake Shore Drive, a beautiful drive along the front of Lake Michigan, ending in Lincoln Park. The length of the drive is over three miles. Lincoln Park contains 250 acres.

This partial list alone accounts for twenty-five miles of boulevard and 1,980 acres of parks, or, taking the census of 1890, we have 1.8 acres of parks for every 1,000 inhabitants.

In addition to the above parks, Chicago has eleven smaller grounds, occupying about fifteen acres each on an average.

The third annual report of the Board of Park Commissioners of New York, 1873, shows the assessed value of three wards adjoining Central Park to have been in 1856—that is the year previous to the laying out of the park—$26,429,565.00; assessed value in 1873, $236,081,515.00; showing therefore for the period of seventeen years in the three wards an increase of the taxable value of property amounting to $209,651,950.00. The rate of increase of all the other wards in the city was about 100 per cent, and applying this general rate of increase to the three wards for the period stated, the

natural increase without the influence of the park would have been $26,000,000.00, which would have made therefore the total assessable valuation in 1873, $53,000,000.00, but, as stated, the actual assessed valuation in 1873 was $236,000,000.00, showing therefore that there was an increase directly attributable to the influence of the park amounting to $183,000,000.00. The rate of taxation in 1873 was 2.5 per cent, and at this rate of taxation the yearly increase of receipts on account of the increased valuation due to the expense made on Central Park amounted to $5,241,298 00.

The total expense for construction from May 1st, 1857, to January 1st, 1874, was $8,873,671.00, and the cost of land was, up to that time, $5,028,884.00. The total cost of the park therefore was $13,902,515.00.

The total annual income of taxes from the three wards, as stated, was $5,241,298.00. Deduct from this the actual interest charges on the cost of the land at six per cent, amounting to $830,-150.00, and there is shown to have been an excess of receipts from taxes in the three wards over interest on cost of lands, due entirely to the increased taxable value coming from the expenditure on the park, amounting to $4,411,140.00. In 1886 a Commission selected to locate lands for public parks, in their reports to the New York Legislature, showed that up to 1886 the city of New York had received from Central Park $17,000,000.00 over the cost of the land, interest on bonds, expense of maintenance and improvement, etc., since the law for its creation was enacted. The amount that had been paid for land was $6,666,381.00; construction, $9,873,844.00; maintenance, $6,500,000.00; interest during twenty-five years, $20,755,925.00; total cost, $43,796,150.00. The aggregate amount of taxes collected in three wards during the period amounted to $110,000,000.00. Deduct from this the total expense, leaves $67,796,150.00. Deduct from this the estimate of amount of increase of taxes due to ordinary causes, $50,000,000.00, and there is left a profit of $17,000,000.00.

Another interesting experience, showing how values were created by the park, was reported by the commision as follows:

In the year preceding the passage of the bill establishing Central Park, a piece of property adjoining the park lands had been sold for $3,000. When it was known that the act establishing the park would probably pass, the property sold for $4,500. When legislation had been secured, it sold for $10,000. Four years later the land was purchased by Mr. Geo. Douglass for $40,000, and twelve years later was sold for $1,250,000.

The Back Bay improvements in Boston were begun in 1877. The Park Board estimated in their report of 1890 that 15,388,567 square feet of land were benefited by the laying out of improvements, and this area showed an increased valuation, in the period from 1877 to 1890, of $23,094,549, or an average of $1.50 per square foot. The betterments laid upon the lands aggregated 5.6 cents per square foot. This assessment, therefore, was 3.8 per cent of the valuation of these lands in 1877, while the increased valuation in 1890 was 207 per cent, or more than fifty-three times the amount of the betterments assessed. It is stated that even then only one-half of the betterments could be charged under the laws to the estates benefited. The valuation of the remaining portions of the city of Boston, during the same period, increased only 18 per cent, and most of this increase came from the business districts. The increase of taxes on this inereased valuation of land, during the period of thirteen years, amounted to $2,158,123; increase of taxes on buildings erected on this land in the same period were $1,546,137; total increase taxation, $3,704,261. If there be added to this amount the amount of betterments assessed, amounting to $316,010, there is shown a total income of $4,020,271, against the total expense for parks, including interest on loans, of $6.537,616.

The increase in revenue in 1890 over 1877, in taxes, was, on land, $307,157; on buildings, $243,763.

Evidences of the earning power of parks could be multiplied. We will give, however, only two additional examples.

The Buffalo Park Commission of 1886 reports that the additional taxes received from the increased valuation of the lands in the vicinity of the parks was sufficient to pay the interest upon the park bonds and the full quota to the sinking fund necessary for their ultimate payment. In the three wards from which the park lands were originally taken the increased valuation of land represents one-third of the total increase of valuation of all the lands in the city.

The most instructive experience, however, comes from Brooklyn. In 1887 Brooklyn had a park area of about 900 acres. The original cost of the purchase of 1,000 acres was $4,000,000. One hundred acres were reserved to be laid out and sold in lots, and 100 of these lots had been already sold for $500,000. There remained 700 lots, on which it was expected to realize $1,500,000. It will be seen, therefore, that fifty per cent of the total cost of the entire park area will ultimately be repaid from the sale of one-tenth of the lands purchased.

The foregoing clearly proves that park and boulevard construction takes high rank as an investment. The truly surprising effect of park and boulevard construction upon the value of abutting and neighboring property returns to those who pay the greater part of the cost of such construction the investment thus made many times over. The increased value of lands and the erection of buildings of a high class and of a more expensive character along the boulevards and in the vicinity of parks will bring about a very decided increase in taxable values, and thereby in a greater revenue derived by the city.

The following table, which is taken from a very interesting compilation of park statistics by Mr. W. H. Eckman, printed in 1888, will be instructive and will show more thoroughly than is possible in any other manner the importance attached to park improvements in the large cities of the world.

CITY.	POPULATION.	PARK AREA	NO. OF INHABITANTS TO EACH ACRE.
New York	1,500,000	1,111	1,350
Brooklyn	750,000	598	1,254
Philadelphia	1,000,000	3,000	333
Boston	425,000	3,300	130
Baltimore	437,155	839	521
Chicago	693,861	2,847	243
St. Louis	420,000	2,232	188
Cincinnati	325,000	400	812
San Francisco			
Buffalo	240,000	600	
Detroit	200,000	700	286
Washington	203,459	1,000	203
Albany	100,000		
Allegheny City	100,000		
Cleveland	250,000	93	2,688
London	4,500,000	22,000	205
Paris	2,250,000	172,000	13
Vienna	800,000	8,000	100
Berlin	1,174,293	5,000	235
Dublin	366,000	2,000	183
Brussels	350,000	1,000	350
Amsterdam	350,000	800	437
Tokio	1,000,000	6,000	167

THE IMPROVEMENT OF KANSAS CITY.

TOPOGRAPHY. It would be difficult to find anywhere a locality that can rival the topographical eccentricities of the site of our city. Broadly speaking, the site of Kansas City consists of a plateau of a rolling, undulated surface, that rises boldly to a considerable elevation from four deep valleys: the Missouri valley on the north, the Kaw valley on the west, the Brush Creek valley on the south, and the Blue valley on the east. With a few local exceptions, the plateau presents to these valleys a bold and picturesque face of limestone cliffs and terraces. The exceptions are graceful slopes formed of the detritus of the limestone bluffs, and occasional banks of clay. O. K. Creek, which drains into the Kaw, and Goose Neck Creek, which empties into the Blue, cut into this plateau a practically continuous valley from southwest to northeast. This valley is substantially followed by the Kansas City Belt Railroad, except that in places the railroad leaves the valley and cuts into the slopes to the south, thereby establishing a number of points where the city streets that go south on the ridges may cross the railroad tracks above grade. The valley formed by O. K. Creek and Goose Neck Creek divides the city into a North and South Side.

Main and Delaware Streets follow the bottom of a deep depression from which the ground rises more or less steeply both to the west and the east. This depression has led to the generally adopted division into the East and West Sides. The depression which brings about this division, however, loses itself to the south in the O. K. Creek valley. The ravine which crosses Grand Avenue south of the Belt Line, the heavy cut where Grand Avenue enters the territory south of the Belt Line, and the general inaccessibility of the section south of O. K. Creek and west of Grand Avenue justify the distinction southwardly of the West Side.

THE NORTH SIDE At its northern extremity the North Side drops off precipitously into the Missouri valley, leaving between the bluff line and the river a strip of varying width, known as the East Bottoms. By the leveling down of the clay banks near the river, in the early history of the town and within recent times, between Wyandotte and Locust Streets, and through the mouth of the large ravine at the foot of Lydia Avenue, by way of Fifth Street, the East Bottoms are made directly accessible from the retail section of the city. With the exception stated, however, the East Bottoms lie far below the locality known as the North Side, and since the Bottoms are only useful for railroad and manufacturing purposes, this part of the city need receive no further consideration in this report. To the

west of Lydia Avenue, the North Side, with the exception of some remaining clay banks, has been leveled down to the railroads and the river, and this part of the city is occupied principally by small business and manufacturing houses and the residences of the poorer class. At Lydia Avenue one of the largest ravines on the North Side has its opening. This ravine runs south beyond Eighth Street. East of Lydia Avenue the bluff line becomes bold, and from here, to the point where the bluff is cut off by the valley of the Blue, the face of the bluff is a succession of high picturesque limestone cliffs and limestone terraces, which, however, in many places are cut into by ravines that further enhance and diversify the beauty of the bluff region and the face of the bluff toward the Missouri River. These ravines are of varying length and width. The most extensive east of Lydia Avenue is that which has its mouth at Agnes Avenue. From the largest ravines, small ones usually separate, running off to the sides, thus adding greatly to the beauty of the lands that extend up to the ravines, but cutting them up to such an extent as to largely destroy their use for good residences, for which use, on account of isolated position and fine unobstructed views, these lands seem especially intended and well situated. The high lands on the ridges have in many places the appearance of promontories, which, where they extend to the edge of the bluff and end in bold limestone walls or cliffs, assume even a grand and magnificent appearance, and invite to utilization for first-class residences. Garfield Avenue occupies the center of such a bold promontory. To the west of this point is a ravine that absorbs the space between Highland and Woodland Avenues, throws out one branch towards the southeast and another towards the southwest, thereby seriously breaking up the entire section between Highland and Woodland Avenues as far south as Lexington Avenue. To the east, Garfield Avenue point is separated from the main plateau by a ravine which breaks into the bluff line at the foot of Brooklyn Avenue and gives to that street an outlet to the river. This ravine turns due east between Dora and St. John Avenues, thereby separating a high and narrow ridge, from which beautiful views are obtained over the valley of the Missouri, from the section generally known as Pendleton Heights. This little ravine forms a charming dell between the high ridge just mentioned and the valuable residence property of Pendleton Heights. It is one of the localities, as will be seen later, which can most advantageously be used for public purposes, and which ought, by all means, to be so reserved in the interest of the residence section to the south—that is, Pendleton Heights. The North

Side, especially that portion to the west of Walrond Avenue, falls off gently towards the O. K. Creek valley, and within these limits there is contained a vast amount of property well suited for residence purposes. Within four or five blocks of the edge of the bluff good land continues eastwardly for a considerable distance beyond Walrond Avenue; otherwise, south of this high land and east of Walrond Avenue, the territory of the North Side is pretty badly cut up by the numerous runs that drain into Goose Neck Creek, a tributary of the Blue.

The South Side. The South Side is a topographical enigma. Viewed from the North Side, and from a distance, it presents to the eye an unbroken though somewhat steep slope towards the O. K. Creek valley. Close examination, however, reveals a system of ravines so intricate that a fair conception of that territory can be secured only by prolonged and repeated tours of investigation. Between Jefferson Street, at the west, and Prospect Avenue, at the east, the bluff line is not unlike a rocky coast line, indented with deep fiords. The ravines within the limits west and east, as described, run from the south to the north, many of them with the head on the plateau almost as far south as the present city limits, and with the mouth opening towards the O. K. Creek valley. These ravines throw out numerous branches and make fantastic twists, producing a topography of an irregularity and diversity that can hardly be imagined without being seen. This region, occupying practically the entire territory between Jefferson Street and Prospect Avenue, and between the O. K. Creek valley and Springfield Avenue, must have possessed rare beauty before it was touched by the hand of man. The attempt to place over this irregular territory a gridiron system of streets results in an appearance of raggedness that is all but indescribable. The ridges between the ravines are high, isolated and sightly, and contain considerable land admirably suited for residence purposes, and, in fact, the better of the ridges are now so occupied. The best ridges are those occupied by Holmes, Troost, Tracy and Brooklyn Avenues. The streets that follow the bottoms of the ravines and those which, part way up the sides, cut into the slopes and climb up towards the top of the plateau at Springfield Avenue and south thereof, however, are mostly occupied by settlements that seem to have been sown by the whirlwind. Reasonable grades to the South Side are obtainable only on the ridges, or in the bottoms of the ravines. Between Jefferson Street and Prospect Avenue the best ridges are occupied by street-car lines; namely, on Holmes Street, Troost, Brooklyn

and Prospect Avenues. The country between Grand Avenue and Holmes, and that between Holmes and Troost Avenue, is cut up and carved up in a most surprising manner, except as to isolated localities.

The ravine which opens into the O. K. Creek valley at Main Street crosses Grand Avenue and divides into a west and east branch. The western branch runs just east of Union Cemetery, closely following Locust Street south to the city limits. The eastern branch most effectually does its work of breaking up the country between Grand Avenue and Holmes Street and crosses Holmes Street at about 27th Street, so that there is but little desirable residence property left between Grand Avenue and Holmes Street, excepting the ridge followed by Holmes Street and some of the country south of 27th. Between Campbell and Harrison is the mouth of another huge ravine, which, after doing all manner of damage to the region between Charlotte and Campbell Streets north of 27th, destroys the continuity south, of land abutting upon Harrison Street, and which is of a fine character north of 27th Street. Troost Avenue occupies a handsome ridge that drops off into this ravine to the west, and into another more shallow ravine that parallels Forest Avenue to the east. Forest Avenue, although part way down this ravine, is a handsome street, and is an exception to the streets that cut along the slopes of ravines below the tops of the ridges. Vine Street occupies the bottom of a large ravine, which tears up more land probably than any other. The effect of this ravine is felt substantially between Tracy Avenue and Brooklyn Avenue (eight blocks) and between 20th Street and the city limits (eleven blocks). Its ramifications produce some beautiful, isolated ridges and sightly points, most notable among which is that upon which stands the palatial residence of Dr. Ridge. Another handsome point occurs at 26th and Brooklyn, another at Woodland and 28th, and still another at Flora and 29th. Brooklyn Avenue north of 27th Street remains on a fine high ridge, and up to that point will undoubtedly develop a fine residence section. East of Brooklyn, at Wabash Avenue, is the last ravine that drains into O. K. Creek. At 23d Street this ravine forks, one branch running parallel to Wabash south to 25th Street, and the other east of and parallel with Montgall to a point on 25th Street between Montgall and Chestnut, thereby making much uneven land north of 25th, between Montgall and Wabash. South of this uneven ground and east of Brooklyn to Indiana Avenue there is a considerable area of high and comparatively smooth land, admirably suited for residence purposes.

This land drains into the Blue through Goose Neck Creek at the north and through Shuttle Run at the south. Between the valleys of these two creeks and the lateral drains that meet these water-courses extends one of the handsomest ridges about Kansas City, on the top of which the old Independence and Westport road winds its way towards the valley of the Blue. This high ridge commands beautiful views, and is swept by refreshing breezes; it extends to the ravine system that drains into the valley of the Blue at the eastern edge of the plateau, and at the edge of the plateau towards the Blue possesses some of the handsomest and most charming views obtainable near Kansas City into the Blue valley. Between Prospect Avenue and Indiana Avenue, on account of the less broken condition of the land and its gentle slope towards the valley of the Goose Neck, the best grades from the North to the South Side are obtainable. The South Side reaches its highest point and water-shed about at the present city limits. The ridge which forms the water-shed is not over three blocks wide and swings around to a connection by way of Prospect Avenue with the high ridge just described that extends to the bluff line at the Blue, between the Goose Neck and the Shuttle Run. Linwood Avenue, just south of the city limits, is almost in the center of the ridge forming the water-shed between O. K. Creek and Brush Creek. From this ridge the drainage towards Brush Creek again develops erosions, but they are not so pronounced and not so deep as the ravines towards O. K. Creek. At the same time, much of the land south of Linwood Avenue is very uneven. The final drop into the valley of Brush Creek, while not very great, is still in the main precipitous and develops a number of fine limestone cliffs and limestone walls.

The West Side. That part of the West Side so designated by common consent is bounded by Main and Delaware Streets to the east, the West Bottoms (low land between the Missouri and Kaw rivers) on the west, the Missouri River to the north, and the O. K. Creek valley to the south. As will be seen later on, the West Park district embraces, in addition to this area, that section of the South Side lying west of Main Street. Towards the east, the boundary of the West Side is not so pronounced as other divisions that have been described, and as the divisions of the West Side to the west and south. From the edge of the bluff at the west to Main and Delaware Streets the slope, thanks to much artificial work, is gradual. The West Side, as embraced in the West Park district, is divided by the O. K. Creek valley. The slope from the north to O. K. Creek presents no special features, except that toward the western edge, where the O. K. Creek and Turkey Creek valleys break through the

bluff into the valley of the Kaw, the limestone formation is exposed in steep, high walls. Between Main Street and Broadway the grades from the North Side to the O. K. Creek valley are good, or fair. Broadway itself is brought down to the O. K. Creek valley by means of a heavy fill across the slope from the rim of the bluff towards O. K. Creek. All of the streets west of Broadway have an uneven or steep grade, and, on account of the fringing of the high land towards the O. K. Creek valley, which made considerable filling and cutting necessary, are flanked by more or less ragged lands, considerably below or above grade, until the edge or rim of the bluff is reached. The high land of the plateau reaches its most southern point about at Reservoir Hill, and from there winds to the northeast in an uneven line past 18th and Penn to about 16th and Broadway. All of the land between this southern edge and about 6th Street to the north has a fairly even slope towards Main Street. This, however, is principally due, of course, to tearing down of hills and filling up of holes, a process that has given rise to much ingenuity on the part of real estate agents and that has been the means of advertising Kansas City extensively. South of O. K. Creek, between Main Street and the Penn Street ravine, the plateau drops off to the north with steep slopes, which are still well wooded and picturesque. West of the Penn Street ravine the southern plateau swings around into the Turkey Creek valley, and its edge is cut into by numerous ravines that produce a picturesque and wild region, abounding in rocky gulches and ridges, steep limestone terraces and high limestone walls. This entire region is densely covered with short timber. The entire region between Summit Street and the Southwest Boulevard, and from O. K. Creek south, is of this general character. The high elevation of the plateau above Turkey Creek valley, the picturesque character of its bluff line, and the deep gorges beneath it make the region directly east of the bluff especially suited for handsome residences. This region has, however, been much neglected, because it has no satisfactory outlet to the north, and, in fact, has no satisfactory outlet to the city, except south of 32d Street by way of Grand Avenue. This territory embraces one of the largest and most sightly regions in the vicinity of Kansas City, admirably suited for residence purposes, but so far but little utilized.

Between this very handsome section and the other almost equally beautiful territory between Penn Street and Grand Avenue lies the Penn Street ravine, which has been referred to several times, and which is without doubt one of the most charming natural spots in the vicinity of the city. To the west, closely following the ravine, and

climbing up the slope of the plateau, maintaining itself on high land, is Jefferson Street. On the east, part way up the side of the ravine, and hugging closely a handsome limestone cliff, following in the main an even grade, the old Santa Fé trail, or Westport road, winds its way towards the top of the plateau at about 32d Street. The ravine forks at 30th Street, sending one branch westwardly towards the Orphan Asylum, the other eastwardly towards Main Street. Between these two branches, the high land pushes forward to a point that possesses a fine view down the ravine across to the city at the north and over to the hills beyond Turkey Creek valley. The Penn Street ravine undoubtedly offers the best opportunity for a really satisfactory and beautiful connecting link between the two portions of the West Side, divided by the O. K. Creek valley. Like other ravines, this one also is overrun with unsightly constructions, except as to a few homes with well-kept lawns near the mouth of the ravine.

The plateau north of O. K. Creek ends towards the West Bottoms, or Kaw valley, in a formation of high, steep limestone terraces, which, north of 12th Street, have been made steeper and rougher by the quarrying of stone. This terrace occupies the entire face of the bluff from 6th Street to the southern edge of the bluff, where it is cut off by the valley of O. K. Creek. This very attractive terrace formation, full of delightful possibilities, crowned in many places with beautiful residences, is, like other similar localities already referred to that possess great natural beauty, overrun with cheap and unsightly shanties, which, while they cannot entirely destroy the natural beauty of the locality, mar it, and for the time being make it an eye-sore.

Such is the topography of Kansas City, diversified and intricate to a degree, abounding in many localities of a high order of natural beauty that seem only to await the treatment of the landscape engineer to become of great practical and ornamental value to the city.

Below the bluffs in the West Bottoms, and again far below the bluffs to the north, in the East Bottoms, and to a lesser extent in the O. K. Creek valley, are located the railroads and freight houses, and obtain the facilities for manufacturing establishments and for heavy wholesale houses. High above them, on the bluffs of the West, North and South Sides, are situated the lands suitable for residence purposes, absolutely secure from the encroachment of railroads and manufacturing establishments. This state of affairs will always be of inestimable advantage. The city can grow east

to the valley of the Blue and south to Brush Creek and probably beyond, covering an area sufficient for a large population, without fear of railroad crossings, except as to the tracks in the O. K. Creek valley, which tracks, however, as already stated, can in many places be crossed above grade. The city therefore possesses great advantages over cities which are located on level ground, and where the building of railroads cannot be confined to certain well-defined localities.

The depression which finds its deepest point in Main Street forms a natural base line for the best class of retail business. While this section enjoys the great advantage of easy connection at the north end with the East Bottoms, and at the south end with the valley of O. K. Creek, and therefore with practically all the railroads that enter Kansas City, it is still free from much of the heavy traffic and wholesale business, because that business, owing to the great facilities offered near the railroads in the low and level grounds around the bluffs, will always remain in the bottoms below the city, and to a lesser degree in the valley of O. K. Creek. By far the greater amount of the wholesale business of Kansas City, and the business of its manufacturing establishments, although of enormous proportions, never sees the residence and retail business sections, but is transacted far beyond and below them. This state of affairs must add immensely to the value of the city as a residence city. From the natural base line of retail business on Main Street, this business does now and will continue to spread to the streets to the east and west parallel to Main Street, and will also follow certain cross streets to the west and east, probably those which are now occupied by street-car lines and which have already assumed the character of principal avenues between the west and east. Eighteenth and 19th Streets, which have good grades, and to which the cable lines have also given the character of main thoroughfares and business avenues, are located in the center of the lands least valuable for residence sections of the North and South Sides—namely, between the sections to the north occupying the low land in the valley, and those to the south located in the irregular ravine territory—and will be occupied by the cheaper retail business and cheaper residences. On account of the railroads in the O. K. Creek valley, there will undoubtedly be in this region considerable development in manufacturing establishments and in wholesale business.

In direct ratio to the distance from the natural business locations that have been briefly described—namely, west and east of Main, and north and south of the O. K. Creek and Goose Neck valleys—the character and value of residence property will grow,

reaching therefore, by a natural process, the highest point on the highest lands. While natural conditions have to a considerable degree led to a concentration of business in certain well defined localities, there has been no strong and decided development of residence sections in certain localities. Although there existed natural conditions that furnished a guide, there is, with the exception of the West Side, and perhaps in Dundee Place, no area of considerable size anywhere in the city that shows the tendency of a certain class of residences to occupy certain and extensive territory. Our better residences are largely planted in groups, or colonies, on certain sightly streets, and in particularly charming localities; but these colonies have not spread out and have not grown together. Between them, and around them, there exists much land utilized for small residences, small stores and miscellaneous purposes. This is no doubt due to a considerable extent, and especially so on the South Side, to the irregular topography of our city, but it is also due to the absence of any distinctive street development and construction, which would tie the sightly localities together and make them one. As has already been stated, the ridges on the South Side furnish beautiful and sightly locations for residences, but the ravines between them are occupied by cheap and unsightly structures. If on the South Side future growth should continue as it has begun, our city would in that direction be composed of alternating patches of good and poor residence localities.

PROPOSED RESERVATIONS AND CONSTRUCTION.

Beginning with the boulevards, or, as perhaps they should more properly be called, the parkways, it would seem, after considering the facts that have been briefly stated, that the merit of our selections is obvious. As a matter of fact, the Commissioners, after repeated attempts to find better routes, for the sole purpose of testing the merit of their selections, have always come back to the recommendations which they now make.

Before discussing the specific recommendations as to boulevards it seems fitting that we should give a general idea of—

First. What construction we propose to employ on boulevards, and why.

Second. What features we deem necessary in every boulevard route.

CONSTRUCTION OF BOULEVARDS.

The report of our engineer will consider this subject in greater detail. For the purpose of the general question, it is sufficient to say, that we propose, on a 100-foot boulevard, a division into a comparatively narrow road-

Cross Section of a 100 ft Boulevard.

way, say forty feet, and thirty feet of parking on each side, consisting of turf and three rows of trees on each side, with a walk, say of eight feet. The object of this division is to give the whole a park-like effect, and an appearance differing radically from that of the ordinary residence street.

Where curbing is required, it will be of one piece with the gutter, and of granitoid. This material is at once much more indestructible than any other material that has been used in this city for curbing, can be made of a pleasing design, of a uniform appearance and character over a long distance, can be set with precision, and can be depended upon to maintain a straight and unbroken line.

Walks, at all events within the city, will also be of granitoid, for reasons entirely similar to those already mentioned.

The paving we propose to make of macadam. A parkway is a special construction intended for light driving, and therefore the paving should be of a character best suited to that purpose. No person at all familiar with horses, or that is fond of driving or riding, will deny that, next to a good dirt road, a macadam street is most desirable. There has been much distrust of macadam roads in our city, and justly so. This distrust is principally due to the fact that the macadam roads built in this city and vicinity have not been maintained at all. After construction was completed, the streets were left to take care of themselves. Macadam is not more expensive to maintain than any other pavement, but there is a vast difference as to the proper manner of maintenance. While a macadam street requires continuous attention, but, under such conditions, if properly constructed in the first place, will always be in excellent repair, a street paved with wooden blocks, with brick or asphalt, can go for a long time without repair, growing, of course, worse and worse under such treatment, and finally requiring the replacing of the entire pavement at considerable expense. In other words, the cost of maintenance of macadam streets is a continuing one, whereas with other pavements it is periodical. Because macadam needs constant attention, macadam streets in many large cities, if under the care of the engineering department, are always in bad repair, while in the same cities macadam roads that are cared for by the park department are in excellent shape.

Take our own city as an example, and the explanation is not far to seek. A certain, limited, amount of money is allotted to the department of street cleaning and repairs. The amount is probably insufficient to properly maintain all of the city streets. If the superintendent in charge could apply all the money available to

only so many streets as he can properly maintain, we would have certain streets in excellent and others in a wretched state of repair. This treatment being, in the nature of things, impossible, and the clamor from all sections of the city for street repairs being constant, the result is that an insufficient amount of money is thinly distributed over the entire city, and the natural consequence must be that those pavements which require repairs only periodically, and which for a considerable time remain in good condition without any repairs whatever, are deemed the best, and, under the conditions described, undoubtedly are, although, if the total cost of maintenance be taken into account, they are unquestionably the most expensive. Under the park law of this city, each park district is directly assessed for the maintenance of boulevards within that district. Similar provisions in other cities that have parks and boulevards have not failed to produce results entirely satisfactory to the community. Since there will be in this city, under any circumstances, certainly as compared to all the streets of the city, but few boulevards, it seems not unreasonable to rely upon it that the boulevards will always be properly maintained. So far as this present board is concerned, there is no uncertainty on the subject. It is proposed, should we be so fortunate as to impress our conviction of the great value of boulevards upon our fellow-citizens to such an extent that they will provide boulevards, that a regular force be constantly kept on each boulevard, so as to keep it constantly, and always, in a high state of efficiency.

It is objected that macadam streets are dusty. So they are, if not sprinkled. Other paved streets will be fully as unsatisfactory if not swept regularly, and the sprinkling of a macadam street should not be more expensive than the sweeping of other paved streets. Here again, the small amount of work to be done and the assessment for maintenance being directly upon the benefited territory, good work will be insured.

FEATURES REQUISITE IN BOULEVARD ROUTES. The object of boulevard construction is two-fold; to provide agreeable driveways, and, by giving certain special advantages and a handsome appearance to such avenues, to make the abutting land, and the land near them, especially sought after for residence purposes, and thereby to enhance the value of such lands. To meet these objects, we have put the boulevard routes proposed by us to the following tests

First. The routes must offer good grades. This is necessary,

both in order to reduce cost of maintenance and to make driving agreeable.

Second. They must be located in a naturally sightly locality.

Third. The lands that abut upon such boulevards must be of a character satisfactory and suitable for good residences.

Fourth. There must be no costly natural or artificial obstacles to remove to permit proper widening of the streets selected.

We have attempted to show that logically the highest land is that best suited for the best class of residences. From the description of the topography of the city it is obvious that there are three principal localities where first-class residence sections can be maintained—namely, on the West Side, west of the business streets, say west of Broadway; on the North Side, again towards the edge of the plateau; and on the South Side. On the South Side it will be found, by referring to the description of its topography, that there exist the following especially satisfactory localities:

The sections west and east of Penn Street ravine; certain ridges, between ravines, running from the high level of the plateau near the southern city limits north to O. K. Creek—that is, the high ridges between Holmes Street on the west and Indiana Avenue on the east; the high ridge forming the water-shed between O. K. Creek and Brush Creek; and the continuation of this ridge to the east by way of Prospect Avenue and Twenty-seventh Street, following the line of the old Independence and Westport road to the Blue. To this, of course, must be added considerable property south of the water-shed between O. K. Creek and Brush Creek. This territory, however, is beyond the present city limits, and much of it is under the jurisdiction of the City of Westport, so that it cannot be considered in this report; but, owing to the fact that no east-and-west boulevard on the South Side is possible until Springfield Avenue is reached, and Springfield Avenue being one-half within the city limits and the other half without, we are compelled to make our selection for an east-and-west boulevard on the South Side beyond the present southern city limits.

The various possible residence sections that have been described should, if possible, be connected by boulevards and through boulevards with important reservations for pleasure-grounds. These boulevard routes must meet all the requirements already described, and, in the nature of things, they must be as nearly as possible on the highest lands.

Our first selection was Independence Boulevard, and, after completing our labors, we find that this boulevard is absolutely and

unavoidably necessary to any satisfactory park and boulevard system in the city, and we believe that our plans will show this to be the case.

South Boulevard. On the South Side there is no opportunity for an east-and-west boulevard, as already stated, until Springfield Avenue is reached. The profiles of the east-and-west streets on the South Side, which are submitted with this report, will show this to be true. Springfield Avenue not being entirely satisfactory, and being located one-half without the city, and on account of the considerable development of residence sections south of the city limits, and the certainty of great future growth in that section, we have thought it best to make a selection on the South Side that would best meet future wants, although the route selected will be beyond the territory under our jurisdiction. We recommend therefore the adoption of Linwood Avenue as a boulevard, after widening to 100 feet, from its intersection with the boulevard from the North to the South Side (East Boulevard) and west to Lydia Avenue. West to Troost Avenue, Linwood is not satisfactory, the abutting land being uneven and not of the highest class; besides, it seemed to us desirable to give due weight to the important residence development at Hyde Park and the handsome ground to the west of Hyde Park, including Roanoke Addition, all of which lands are sure to be used for residence purposes in the near future. On account of these considerations, we have selected Lydia Avenue from Linwood to Sedgwick or Commonwealth Avenue; we then turn to the west on Commonwealth Avenue to Grand Boulevard, the southern extension of Broadway. Careful study of the location of this route and the character of the adjacent lands will justify our selection, and show it to be the most satisfactory for an east-and-west boulevard. Turns in a boulevard, such as the one on Lydia Avenue, from Linwood to Commonwealth, are wise where they are made in order to obtain positive advantages. Such is the case with the short turn on Lydia Avenue south. This portion of Lydia Avenue is situated on high land, commanding beautiful views to the south, west and east, and the turn secures for the entire route the best available grades. Moreover, the route as planned forms a natural basis for the development of a first-class and continuous residence section. The lands on both sides of the route are of a very high order, and, moreover, since the route occupies the high ridge immediately south of the ravines that drain off into the O. K. Creek valley, the development of a continuous and well-settled residence section on the level, or top, of the plateau will draw into it, and consolidate,

the residence sections that push out to the north on the ridges between the ravines, and thereby undoubtedly the poorer class of residences will be cut off from spreading to the south, and will be confined to the uneven territory in the ravines, and in the low lands following the valley formed by O. K. Creek and Goose Neck Creek.

INDEPENDENCE BOULEVARD. What the "South Boulevard" aims to do for the South Side, Independence Boulevard will do for the North Side. The route, which has already been adopted by resolution of this board, approved by the Board of Public Works, and adopted by ordinance of the City Council, begins at the intersection of Woodland and Independence Avenues, follows Independence Avenue to Gladstone, thence north on Gladstone to St. John, makes a curve from St. John to the east side of a large lateral ravine that opens into the Agnes Avenue ravine, follows the edge of this ravine to Scarritt Avenue, and then turns east on Scarritt Avenue to the city limits. This route substantially occupies the water-shed between the Missouri River and the valley formed by O. K. Creek and Goose Neck Creek. From the high land occupied by the boulevard, the country falls off on both sides to the north and south of Independence Avenue, and to the east and west of Gladstone. The boulevard as proposed unquestionably opens up, and connects, the very best residence sections of the North Side. Independence Avenue is the principal and handsomest residence avenue on the North Side. It is occupied, with but few exceptions, from Woodland Avenue to Gladstone Avenue, and for two blocks beyond, with fine residences. The avenue is already eighty feet wide and practically all, if not actually all, the property fronting upon it (with the exception of the blocks upon the north and south sides between Brooklyn and Park) is of considerable depth, and beautiful. The sections both north and south of Independence Avenue are closely built up. To the south there is no continuous east-and-west street until Ninth Street is reached, and that street is narrow, has a cable line, is closely built up on both sides, and has unsatisfactory grades. South of Ninth Street, Twelfth Street is the first continuous street, but this street is no doubt destined to become an important west-and-east business street. South of Twelfth Street the land falls off rapidly into the O. K. Creek valley. A boulevard south of Twelfth Street would fail utterly of having any effect upon values of adjacent property, because it would not touch the best residence property in the district. North of Independence Avenue the continuity of a west-and-east avenue would be interrupted by the great Agnes Avenue ravine. Independence Avenue

Cross Section of a 100 ft. Boulevard.

With Cable Road.

is the natural center of the highest land on the north side, and upon it as a base line rest the handsome ridges that project between ravines northward to the Bluff. Gladstone Avenue again occupies the high land between the Agnes Avenue ravine and the system of "draws" that drain into Goose Neck Creek, and possesses on both sides property equal in value for residence purposes to any in or about Kansas City. It is proposed to extend Independence Boulevard beyond the city limits, from the city limits at Scarritt Avenue north to the Bluff, and then follow the edge of the Bluff to Fairview Avenue. Nearly all the land necessary, consisting of a strip 100 feet wide, has been promised, and will be deeded to the city for the purposes of a boulevard. This eastern extension will afford some of the finest views obtainable of the broad valley of the Missouri and to the hills beyond. It will be unique in that it will occupy the very edge of the plateau, so that it will always have an unobstructed view towards the river. Two other extensions are proposed of Independence Boulevard: one east, from Gladstone to South Walrond, for the purpose of connecting with "East Boulevard," which is the connecting boulevard between the North and South Sides; the other west, on Independence Avenue to Dykington Avenue, thence south to Sixth, west on Sixth to Grove, south on Grove to Ninth, where connection will be made with the "Paseo," the central parkway, forming the link between Independence Boulevard and "The Parade."

East Boulevard. Starting from the South Side towards the O. K. Creek valley, the best obtainable grade is on the ridge between Montgall and Agnes Avenues. It will be seen from the description of the topography of the South Side, that this selection of a north-and-south route is the only logical solution of the problem. The only streets that possibly might be used to the west would be Prospect Avenue, Brooklyn Avenue, or Troost Avenue. All of these avenues have street-car lines. Troost is compactly built up, so that widening would be expensive. Brooklyn has steep grades north of Twenty-seventh Street, and runs into ravines to the south. Prospect has unsatisfactory grades in addition to its horse-car line. Profiles of the north-and-south streets and the profiles of the east-and-west streets will give a correct idea of the advantageous grades along the proposed route on Chestnut and Kansas Avenues. The ridge between Montgall and Agnes Avenues is not wide. The land, however, on both sides of the proposed route is high and sightly, and between Twenty-fourth Street and the city limits there are but few houses. The high line follows Kansas Avenue north

to Twenty-third Street, then turns to the west and follows Chestnut Avenue to Fifteenth Street. There is no other ridge anywhere on the South Side that possesses such uniformly beautiful grounds for so long a distance; that is, from Fifteenth Street to the southern city limits and beyond. The widening of the streets proposed to be used, to one hundred feet, will work no hardship, and the construction of the boulevard will undoubtedly furnish not only a most agreeable parkway, but will develop a territory that requires only such construction to make it at once available and valuable. The exposition building and race track north of Fifteenth Street, between Prospect and Agnes Avenues, does not permit the extension of the boulevard along Chestnut Street north to a connection with Independence Boulevard, and there is no satisfactory route available north of Fifteenth Street except to the east, by way of Walrond Avenue. In order to make the boulevard continuous, the connection between Chestnut and Walrond is made on Sixteenth Street. Had Fifteenth Street been adopted, it would have been necessary to follow Fifteenth Street without improving the section used as a boulevard, thereby breaking up the continuity of the construction, and thereby losing for the boulevard much of its beauty and advantage. The connection north by way of Walrond Avenue is further justified, and made desirable, because Walrond north of Independence Avenue ends in the concourse formed by the curve of Independence Boulevard on St. John. The "East Boulevard" by way of Walrond will have direct connection with the bluff section of Independence Boulevard, thereby making that section in reality as much a part of the "East Boulevard" as of Independence Boulevard.

We propose the extension of "East Boulevard" south to Linwood Avenue beyond the city limits, thereby completing the connection between "East Boulevard" and "South Boulevard."

Penn Valley. Attention has been called to the desirable residence property on the West Side north of O. K. Creek. This locality is more completely utilized than any other residence section of the city. The entire territory west of Broadway, from Seventh Street to the southern end of the plateau, is closely built up with residences, and for the greater part of this area the residences are of a high class. This high and naturally sightly locality is, however, completely isolated and effectually separated from other residence sections of the city, and from the beautiful country about Kansas City. To the west is the steep bluff; to the east the retail business section of the city, and to the south O. K. Creek. There is no locality in the

Concourse at Intersection of Independence Boulevard and Walrond Avenue on St. John.

city that is so much in need of park construction and of pleasure-drives as this section. Owing to the conditions already mentioned, it is clear that the only satisfactory outlet will be to the south, and it is to the south that the open country can be most quickly reached.

Attention has been called to the existence of extensive areas of first-class lands suitable for residence purposes east and west of the Penn Street ravine, and also to the inaccessibility of this considerable area from the city. The adoption of the Penn Street ravine for a boulevard route would at once not only meet the practical question of a satisfactory connection between the two halves of the West Side—that is, north and south of O. K. Creek—and open up a large and valuable territory south of O. K. Creek, but the treatment of this particular problem as proposed by us would secure, at a comparatively small expense, and almost within the heart of the city, a park of a beauty thoroughly characteristic of our natural scenery. This park, on account of the great diversity of the lands within it, would allow provisions for all things that are desirable in a park, and would be useful for all forms of play and recreation. On account of its close proximity to the city, a park at this point would be extensively used. We propose, therefore, the reservation of all the lands between Jefferson Street at the west, and the top of the cliff east of and following the old Westport road at the east, and between Twenty-seventh Street and the southern city limits. This reservation, in our opinion, would be necessary for the purposes of a boulevard or driveway alone. The ravine between the Westport road and Jefferson Street is now occupied by unsightly buildings and always would be so occupied; but there is here an opportunity to provide a highly romantic and entirely characteristic bit of construction. We deem it desirable to take every advantage of natural conditions in order to give as great diversity to our boulevard system as possible. The features of "Penn Valley," of the "South Boulevard," which has extensive interior views over broad rolling prairie, and of Independence Boulevard, that possesses magnificent views over the steep cliffs of the Bluff into the valley of the Missouri River and the endless succession of hills beyond, are all thoroughly different, and give a variety such as few cities could possibly obtain. For the reasons stated, we deem the acquisition of all lands in "Penn Valley," as above described, necessary for the securing of an especially characteristic and beautiful boulevard route, but since these lands cover considerable area and offer many advantages that would be desirable in a park, it seems the part of wisdom to enlarge the territory above described by acquiring in

addition thereto the property adjoining it to the south, known as Feld Park. This would result in a reservation of seventy-five acres and would permit the construction of a thoroughly satisfactory park. There is no other locality so near as this to the heart of the city that can offer the combination of natural beauty and practical value possessed by this.

The adoption of the entire reservation will make the construction of a boulevard unnecessary. In its place we propose the building of a park road, which would follow the old Westport road. This road should pass through the park at its southern boundary and there connect with Grand Boulevard, the southern extension of Broadway. We then recommend the improvement of Grand Boulevard south to the connection with "South Boulevard."

For a connection between the park road in "Penn Valley" at Penn and Twenty-seventh Streets and the territory north of O. K. Creek we have the following to offer:

We respectfully recommend to the Board of Public Works that it undertake the improvement of Broadway from Fourteenth Street south to Twenty-fifth Street, of Twenty-fifth Street west to Penn, and of Penn south to Twenty-seventh. Broadway is undoubtedly the natural connection between the West Side north of O. K. Creek and this section south, but Broadway is as well the highway south for the entire West Side, and it does not seem to us, under the circumstances, that this street should be given over to the park department. This street we believe should be paved like a city street. We recommend, however, that the construction or improvement of Broadway south of Fourteenth Street, and also of the connecting streets to "Penn Valley," approach as near as it seems wise and fitting the character of the improvements to be given to boulevards. We take the liberty of offering the following suggestions: That the system of streets south of Fourteenth Street for the connection with "Penn Valley" be maintained at a width of eighty feet, with a roadway paved with asphalt thirty feet wide, and parking on each side twenty-five feet in width. The streets should have granitoid curbing and uniform granitoid walks, say eight feet wide. The crossing of the tracks of the Kansas City Belt Line should be by an elevated viaduct, and in such manner as to give satisfactory grades.

THE PARADE. One of the obvious needs of a large city is the possession, centrally located, of a fairly large tract of land to be used for the drilling and parade of local military organizations, and for large outdoor demonstrations and public gatherings. Such a reservation should at the same time offer opportunities of physical

PENN
VALLEY

culture and be suited for athletic sports, such as base-ball, cricket, and tennis, which require considerable room. We already possess such a locality well adapted to the purposes mentioned, and which has been in part so used. This locality, known as the Gates & Kendall tract, is situated between Fifteenth and Eighteenth Streets, and between Flora and Woodland Avenues. The size of this tract, eighteen acres, and its location among a thickly built-up section of the city, occupied largely by small store-keepers, mechanics, and laboring men, permits, and makes it desirable, that there be added to the athletic features those of a local recreation-ground. It is proposed to combine the features mentioned in this reservation, and we feel confident that the advantages of "The Parade" will at once occur to our citizens.

"The Parade," owing to its use for purposes of general interest to the entire community, forms naturally a central point in provisions for recreation and amusements. For this reason, and the further one that the location of "The Parade" is particularly fortunate, we have given it a central position in our proposed system of boulevards and parks, and we find that by proper treatment we can derive very much additional advantage and opportunity of beautifying our city from this disposition.

Our concern was to secure to "The Parade" proper and pleasant surroundings on all sides, and to connect it with our general system. We propose to accomplish this in the following manner:

The Woodland Avenue and Fifteenth Street fronts may be depended upon to be always satisfactory. Towards Eighteenth Street we intend to acquire property up to the alley north of the business buildings that front on Eighteenth Street. We then propose the opening of a street 100 feet wide, improved as a boulevard, from Woodland to Grove Street, leaving south of such boulevard a strip of sufficient width to permit use for good residences. This strip can be disposed of for such purposes if not thought necessary for park purposes.

The Paseo. A rare opportunity is offered in the narrow block between Grove and Flora Avenues to construct a boulevard somewhat after the design of Drexel Boulevard in Chicago. By condemning and acquiring the lands between Grove and Flora Avenues, from Ninth to the boulevard proposed south of "The Parade," a broad connecting boulevard would be established between Independence Boulevard and the handsome residence territory through which it passes, and "The Parade." The "Paseo" would serve the further important purpose of a quick connection with Independence

Boulevard for the residence sections near to the business sections of our city, and would divide the residence sections east, between East Boulevard and the "Paseo." In other words, the "Paseo" would become a central parkway, giving to the well-settled residence sections east of the business quarter of the city a quick route to the boulevards and the parks.

In the improvement of our boulevards and the local pleasure-grounds, we do not expect to give much attention to purely decorative and ornamental planting, our intention being to provide simple and wholesome recreation and opportunities of physical training. We do believe, however, that an ornamented pathway, or garden, with a reasonable amount of floral decoration, should be provided somewhere, both for educational reasons and because of its pleasing qualities. The city should have some place where everybody can see beautiful flowers, and flowers more or less rare, in abundance and under conditions of artistic grouping or display. The "Paseo" offers this opportunity. The space between the two roadways will be about 120 feet wide, and will furnish abundant space for flowers, a lily pond, shrubs, trees, walks and benches.

"The Parade" and the "Paseo" will undoubtedly be found valuable at times of important public demonstrations.

Improvement of Seventeenth Street.

While the "Paseo" will cut across all of the important east-and-west streets of the city, and thereby give abundant and easy access to the boulevard and park system to all people on the North Side, the many breaks in the streets west of Main, and the occupation of practically all the through streets from the east to the west by street railways, make it desirable to secure a really satisfactory connection between the West Side and the boulevard system on the North Side. There is no opportunity satisfactory in every respect until Seventeenth Street is reached. Seventeenth Street has a fair grade from "The Parade" to the edge of the West Bluff; Seventeenth Street has the further advantage that it would give "Merriam Place" a much-needed outlet to the east; and, finally, Seventeenth Street would make a good connection between Broadway and the Penn valley route to the south, and Holly Street on the terraces of the West Bluff, the reservation and improvement of which for public purposes we shall propose.

Considering the above matters, we recommend to the Board of Public Works the paving and otherwise improving of Seventeenth Street from Grove Street to Holly Street. Seventeenth Street being narrow, we would recommend no changes in roadway and

sidewalks, but suggest pavement with asphalt, and, if possible, granitoid curbing and a uniform sidewalk the entire length, the latter preferably also of granitoid. The improvement of Seventeenth Street, as proposed, would add greatly to the comfort of the people on the West and on the North Sides, and would produce, in place of the present all but isolation of the two sections, a pleasant and convenient connection, largely over handsome boulevards.

With the improvement of Seventeenth Street, our recommendations as to boulevards are complete. For the recommendations outside of the city limits, except as to the eastern extension of Independence Boulevard, no arrangements have as yet been made, but we have no doubt that should Kansas City construct the boulevards proposed within her city limits, those outside would not be long delayed.

A glance at the map and the profile submitted herewith, and if, at the same time, the description of the topography of the city be borne in mind, must, it seems to us, lead logically to the conclusions that have determined our recommendations. With the possible exception of the "Paseo," there is no difficulty and but little expense to be expected in the actual execution of our plans. The cost of the "Paseo" also, as compared with the many and great advantages that would be secured from its construction, it seems to us, would be entirely within the bounds of reason. The boulevard system we propose will practically encircle our city; will be easily accessible to all present or future residence sections, and will pass through lands admirably suited for the very best improvement. The system has everywhere the best obtainable grades, controls great diversity of natural scenery, and we believe its expense will be insignificant as compared with the great benefits that may be expected from it.

LOCAL PARKS AND PLEASURE-GROUNDS.

PENN VALLEY. This reservation has already been described briefly in connection with the park road passing through it. It may be well to add here a few points. Below the forks of the Penn Street ravine, the ground of this locality is uneven, but highly picturesque. Its improvement would have to be of a very simple character, consisting of trees, shrubbery and shaded walks. Feld Park contains lands well situated for large play-grounds, and there is within this territory a lake that can be enlarged and improved, and which would become a decidedly useful possession. If there is any one thing that will be needed in our parks, that thing is a liberal supply of bodies of water, for boating use in summer, and for

skating use in winter. Towards the north of Feld Park the ground projects forward into the ravine and ends in a point between the two branches of the ravine. From this point a beautiful view down the valley is obtainable. It can readily be imagined that this handsome point, with its view upon the wooded dell beneath it and along the parkway under the cliff to the east, crowded with handsome equipages and ladies and gentlemen on horseback, will prove a favorite resort and a great attraction.

West Terrace. The scheme to improve the West Bluffs is probably as old as the city. This locality, although possessed of great natural beauty and facing the Union Depot, where thousands of tourists annually pass through the city, has remained until now in a condition which undoubtedly has caused much unfavorable and, in part, unjust comment of our city.

The West Terrace, in place of an eye-sore, can be made a most attractive spot; in fact, the chief value of an improvement at this place would be that of advertisement. On account of the location close to the smoke and noise of our great railroad yards, it cannot be expected that the "West Terrace" would be very much used for purposes of recreation. The proper improvement—that is, a dignified improvement—in correspondence with the importance of our city; the necessity of having such improvement of a character that would always make it pleasing and interesting, in all seasons of the year, and that would make it substantial and lasting, will involve considerable expenditure. The illustration of "West Terrace" which accompanies this report is more a suggestion of what the "West Terrace" might be than an actual plan proposed for its improvement.

There are two further reasons than the one already mentioned that justify the construction of "West Terrace." These reasons are:

First. That for a really satisfactory local recreation-ground, of which the West Side is very much in need, there is no satisfactory locality except what is known as Mulkey Place, situated between Twelfth and Fourteenth Streets and west of Summit Street. This tract of land we have selected for the purpose of a local recreation or pleasure-ground for the West Side. This land is not only admirably adapted to this purpose, because of its central location and high situation, which no doubt would make it well used on our warm summer evenings, but this locality occupies the most prominent point of the West Bluffs, towards the Union Depot—that is, toward the side from which strangers see our city—and, on account of its high location, commands broad and sweeping views of rare beauty.

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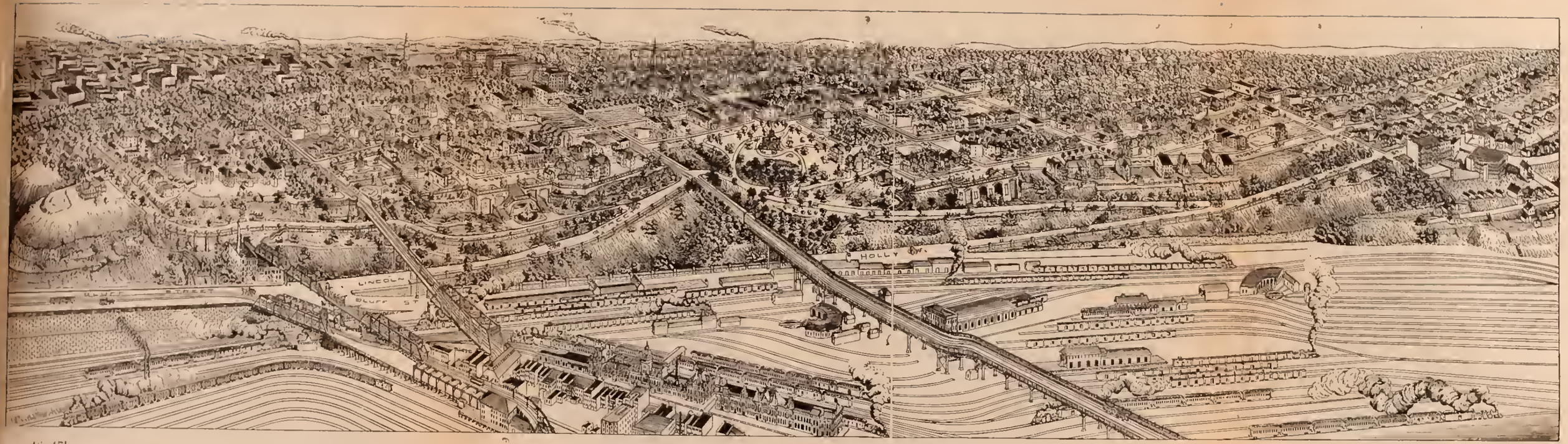
VIEW OF WEST BLUFFS FROM UNION STATION, IN ITS PRESENT CONDITION.



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BIRD'S-EYE VIEW OF WEST TERRACE SHOWING SUGGESTED IMPROVEMENTS.

Properly improved, these grounds, perched on the very summit of the Bluff, would add a finish to the "West Terrace" that would make it famous the country over; and, conversely, by selecting this important and prominent locality for a local pleasure-ground, and then neglect or refuse the improvement of the "West Terrace" below, would mean, by refusing the natural foil or setting, to greatly reduce the merit of this otherwise handsome spot.

Second. That a view down into the great railway yards in the Bottoms, upon the Missouri River, and of the great manufacturing establishments will always be interesting and characteristic, because such a view would give a comprehensive idea of the business interests and the factors upon which the greatness and prosperity of our city so much depend. We propose to provide along the edge of the West Bluff, at the locality already described, and also at some other suitable points on Jefferson Street, special look-outs projecting beyond the face of the Bluff, where carriages may drive and stop to get the grand views obtainable. Manifestly if such use is to be made along the edge of the Bluff, the terrace below ought to be improved, so as to add to the enjoyment of the views, and to furnish a frame for the picture, instead of destroying and marring the distant views by leaving in the immediate foreground unsightly objects.

For the reasons stated, we recommend that the property substantially between the edge of the Bluff and Freight Street below, and between Seventh and Seventeenth Streets, be acquired by the city. It will be possible, by removing the shanties, by a little cleaning and trimming, and perhaps by some inexpensive planting of vines, to immediately render the appearence of "West Terrace" more agreeable than now.

North Terrace. The large ravine at Agnes Avenue divides the best residence sections of the North Side. To the west is the high land occupied by Garfield Avenue and the locality known as Pendleton Heights. To the east is the beautiful property along Gladstone and Walrond Avenues, running eastwardly, parallel to the Bluff, and north of St. John. This section rests naturally upon Independence Avenue as a base line. Independence Boulevard touches the bluff line on St. John Avenue at the head of a lateral ravine, which joins the Agnes Avenue ravine, and, as already stated, the boulevard follows the eastern edge of the ravine to Scarritt Avenue. This ravine, which, for the purpose of description, and, appropriately, on account of its wild and rugged character, may be called "The Wilderness," cuts deep into the Bluff south to St. John Avenue and east to Walrond Avenue, and thereby separates from

the main plateau a magnificent point, "Scarritt Point," which, with its steep limestone cliffs, stands out like a sentinel guarding the entrance from the river to the city. This point is to the east of the Agnes Avenue ravine. From "Scarritt Point" the Bluff swings around eastwardly parallel to the river. The entire face of the Bluff from this point to the valley of the Blue is most beautiful and picturesque. A natural bench immediately under the Bluff, at the foot of a limestone cliff thirty feet high, follows the numerous indentations in the Bluff, produced by the handsome ravines, none of which, however, compare in size with that at Agnes Avenue. The limestone cliffs are covered with lichen and vines, and the terraces and slopes are densely wooded. At the head of a ravine, near the present eastern city limits, Independence Boulevard again strikes the edge of the Bluff and from this point the boulevard follows the edge of the Bluff to Fairview Avenue. From this point to Fairview Avenue, Independence Boulevard and the bluff region are one. We propose the acquisition of the entire territory described—namely, "The Wilderness" and the face of the Bluff, including "Scarritt Point," east to Fairview Avenue. Where Independence Boulevard turns east on Scarritt Avenue an opportunity is afforded to take out a drive and bridle road, which would swing around on the east side of, and pass through the thick timber of, "The Wilderness," would then strike the bench under "Scarritt Point," and follow along the cliffs to Fairview Avenue. From the drawings attached to this report, it will be seen that this "Cliff Drive" can be brought into Independence Boulevard at two points east of Scarritt Avenue. The "Cliff Drive" will not have its equal in many cities. It will pass through a highly romantic and thoroughly beautiful region full of surprises and attractions. It will make a delightful change, and detour, from one part of Independence Boulevard around the Bluff back to the boulevard. The region through which it passes is wild and secluded. There is within it but little level ground, but there is abundant opportunity for charming walks and paths. The slopes of "The Wilderness" are covered in the springtime with countless violets, anemones, May-apples and other wild flowers.

The west side of Agnes ravine has its sentinel corresponding to "Scarritt Point" that guards the entrance to the city from the north. This point we have christened "Prospect Point," because of the magnificent views it affords, and because it is situated approximately at the north end of Prospect Avenue. A portion of this point, five acres, is now owned by the city, and this small tract is at present known as North View Park. From "Prospect Point" the

CLIFF DRIVE, LOOKING EAST.

Scarritt Point, Seen From Prospect Point, Looking East.

Looking Northwest From North Terrace.

Bluff swings westwardly in an almost straight line to a point near the foot of Brooklyn Avenue. At this point a ravine breaks through the Bluff and gives to Brooklyn Avenue an outlet towards the river. This little ravine helps to isolate and complete the handsome point which projects northwardly from the end of Garfield Avenue, and, turning east, forms a charming dell, which separates the high land of the ridge to the north from the residence section known as Pendleton Heights. The ridge, high above the river, has upon its summit a triangulation monument of the Missouri River Commission, and is probably one of the highest, if not the highest, point of the North Side. From this ridge the views are grand and sweeping. It would be difficult to find a more sightly locality, and impossible to find one cooler in summer anywhere near the city. From this ridge a grand view is obtained of the northwestern section of Kansas City and Wyandotte, and the meanderings and great bends of the Missouri River can be followed to the north and west for many miles, while to the east the river and the valley may be followed until they are lost below the horizon. The fine views obtained from this ridge alone seem to urge and justify its acquisition for public use.

By means of an inexpensive stone viaduct the "Cliff Road" can be brought from "Scarritt Point" to "Prospect Point," and along the bench below the ridge to the little ravine at the foot of Brooklyn Avenue, so that the charming regions on both sides of the Agnes Avenue ravine, and the residence sections on both sides, can be easily connected by a most charming drive. The regions east and west of the Agnes Avenue ravine should unquestionably be connected and would form the basis of a unique and beautiful park. It will be possible, by connecting the "Cliff Road," by means of a stone viaduct across Agnes Avenue from "Prospect Point" to "Scarritt Point," to make a handsome feature of the natural gateway leading from the Missouri River to the city. In order to meet the demand for diversity of scenery in a large park and for opportunities of play and recreation, we propose that there be added to the ridges and bluff region described the little ravine between the foot of the west ridge and St. John Avenue; and, moreover, that there be added the two blocks of high, smooth ground situated between Prospect Avenue and Olive Street south of the ridge. These additions will round out and complete the "North Terrace" as a park for all purposes, and, by absorbing the low land between the residence section known as Pendleton Heights and the ridge towards the Missouri River, which low ground would only be used for cheap improvements, a great service will be rendered the entire residence section between

CLIFF DRIVE, AROUND SCARRITT POINT.

the proposed park reservation and Independence Avenue. This section, instead of fronting upon low lands, cheaply improved, will gradually merge into a magnificent park and will undoubtedly give the lands in the vicinity of Pendleton Heights a commercial value that could in no other way be obtained.

"North Terrace," with its great variety and diversity of scenery, high and smooth lands, magnificent views and cool breezes, with its charming "Cliff Road," and skirted by the handsome Independence Boulevard, will prove of inestimable value to the North Park district and the city generally. The locality selected is again one characteristic of our natural scenery, and, as in case of the "West Terrace," there will be secured by this improvment a pleasure-ground of great practical value, natural scenery of a high order will be preserved, and a decided benefit and advantage will be secured to the district in which the park is located.

PLAY-GROUNDS OR PUBLIC SQUARES.

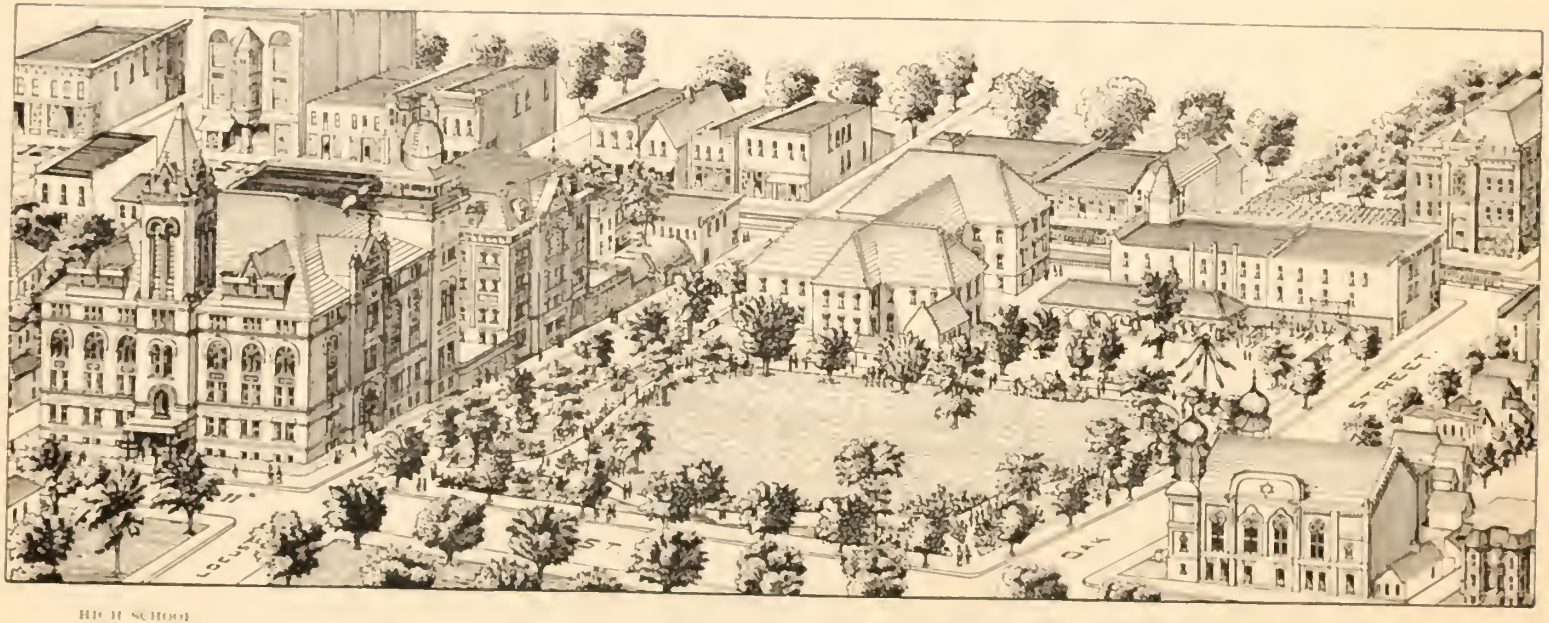
The wisdom of providing small grounds for the frequent use of especially crowded localities requires no argument. Such small grounds, or squares, should be suited to, and should contain provisions for, the plays and games of children, and at the same time should be so improved as to serve the purpose of local pleasure-grounds where the tired parents, as well as their children, may spend a few hours, invigorated by refreshing breezes, and encouraged by pleasing surroundings.

We have made three selections where these conditions have had influence:

First. For the crowded region near the Missouri River we have selected "North Square," a full block, situated between Charlotte and Campbell and Third and Fourth Streets.

Second. For the central section of the city we have selected "High School Square," situated immediately west and in front of the High School, and occupying the entire square between Oak and Locust and Eleventh and Twelfth Streets, excepting, however, the ground now occupied by the Humboldt School, and the ground occupied by business houses that front Twelfth Street. This square, in addition to serving the purposes of local recreation and play-grounds, will add dignity to the High School buildings, and will serve as a breathing-spot for the scholars of the High School and for those of the Humboldt School.

Third. Towards the densely settled sections to the south, in the region traversed by Eighteenth and Nineteenth Streets, we have



BIRDSEYE VIEW OF HIGH SCHOOL SQUARE.

selected "Holmes Square." This is again a city block, bounded by Campbell, Holmes, Eighteenth and Nineteenth Streets.

We finally recommend two small reservations—namely, one-half block each on the north and south sides of Independence Boulevard, between Brooklyn and Park Avenues, to be known as "Independence Plaza," and a strip of land between Fifteenth and Sixteenth Streets and Walrond and Chestnut Avenues, to be known as "Walnut Grove." These two selections will, to local use, add the advantage of increasing very materially the beauty and value of the two boulevards upon which they are located. The two half-blocks on Independence Boulevard are now occupied by cheap business houses and shops, which very injuriously affect the property on Independence Boulevard, and which, because the land on which they stand is low and unsuited for other purposes, are not likely to be replaced by better structures. The strip of land between Fifteenth and Sixteenth Streets and Walrond and Chestnut Avenues is now covered with good trees. The improvement of this land into a small pleasure-ground will materially add to the beauty of the East Boulevard, and as the eastern central part of the city becomes more closely built up, will be of great value as a local pleasure and play-ground.

The following list gives the length in miles of the boulevards and the acreage of parks and pleasure-grounds proposed:

BOULEVARDS.	MILES.
Independence Boulevard, from Ninth and Grove Streets to Fairview Avenue	3.4
East Boulevard, from Independence Boulevard and Walrond Avenue to Springfield Avenue	2.9
East Boulevard, from city limits to Linwood Avenue	.1
South Boulevard, from intersection with East Boulevard to Grand Boulevard	2.45
Grand Boulevard, from Penn Valley Park to South Boulevard	.25
Paseo, from Ninth Street to Seventeenth Street	.75
Total	9.85

PARKS AND PLEASURE-GROUNDS.	ACRES.
Penn Valley Park	75
West Terrace	48
North Terrace	154
The Parade	18
The Paseo	11
Walnut Grove	9.7
High School Square	1.7
Holmes Square	2.8
North Square	1.25
Independence Plaza	2
Total	318.4

AUGUST R. MEYER,
ADRIANCE VAN BRUNT,
W. C. GLASS,
S. B. ARMOUR,
LOUIS HAMMERSLOUGH,
Commissioners.

No. 11.
Sept 93

EIGHTEENTH
NINETEENTH
TWENTIETH
TWENTY FIRST
TWENTY SECOND
TWENTY THIRD
TWENTY FOURTH
TWENTY FIFTH
TWENTY SIXTH
TWENTY SEVENTH
TWENTY EIGHTH
TWENTY NINTH
THIRTIETH
THIRTY FIRST

BROADWAY (ENTRAL WYANDOTTE BALTIMORE MAIN WALNUT GRAND MCGEE OAK LOCUST (HERRY HOLMES (MARIOTTE (AMPBELL HARRISON TROOST FOREST TRACY LYDIA FLORA VINE HIGHLAND WOODLAND MICHIGAN EUCLID GARFIELD BROOKLYN PARK OLIVE WABASH PROSPECT MONTCOMA CHESTNUT KANSAS AGNES COLLEGE INDIANA BALES ASKEW MONROE CLEVELAND

BOULEVARD

EAST

PROFILES OF
EAST & WEST STREETS
BETWEEN 18TH STR & 31ST STR
FROM BROADWAY TO CLEVELAND AVE

HOR SCALE 1" = 1320 VER SCALE 1" = 80'

60-61

REPORT OF THE ENGINEER.

To the Honorable Board of Park and Boulevard Commissioners:

GENTLEMEN,—In submitting this report and the accompanying drawings and illustrations, bearing on the establishment of parks and boulevards in Kansas City, I have endeavored to present the subject from the standpoint of design and construction.

An intelligent study of the city's physical conditions will present a complete justification of all the selections made by your Board for parks and parkways within the city, although additional reservation will doubtless be necessary to fully meet the requirements of an increasing population.

The map of the city and its surroundings herewith submitted shows, in a general way, the nature of the topography, the street and transportation lines, and the locations of all the selections for park and boulevard purposes.

The reservations so chosen are identified by letters and are again shown on a large scale in the detail drawings.

These detail drawings contain sketch plans, studies, intended to illustrate and suggest the manner of ultimate improvement of the properties.

The profiles of certain streets and of the boulevards are shown on three separate sheets, which very clearly illustrate the comparative condition of grades. The streets shown are those running north and south between Grand and Cleveland Avenues, and east and west streets between Eighteenth and Thirty-first Streets.

It may be interesting to note that each of the ravines on the South Side can be distinctly traced on these profiles.

The horizontal scale of 1 inch to 1,320 feet, and the vertical scale of 1 inch to 80 feet, intentionally exaggerates the gradients and cannot fail to convince even a casual observer of the impossibility, for instance, of using for pleasure-driving any of the east-and-west streets between Eighteenth and Thirty-first Streets.

The profiles, or a reference to the grade elevations marked at each intersection of the boulevard routes, show that these have the lightest grades of the available streets.

BOULEVARDS. The chief objects sought in making this class of improvements are to fix for residence purposes the character of the districts through which the boulevards lead, and to provide pleasant driveways leading from populous centers through proper surroundings to points of especial interest. The boulevard routes selected meet these requirements very fully.

A reference to the general map will show that the three routes, Independence Boulevard, East Boulevard and South Boulevard, lead through some of the best residence sections of the city, and the streets to be occupied are already, in part, improved by fine residences.

All these routes are located on high and sightly ground, and have light grades. These points are of considerable importance in several ways: *First*. The pleasure of driving is greatly enhanced where no steep hills are encountered. *Second*. In the necessary improvement of all the routes selected, there will be practically no disturbance of the grades of intersecting streets.

This point is well illustrated on the East Boulevard, and a glance at the profiles of this route will show this. The route lies on the ridge from Eighteenth Street to Twenty-third Street, along Chestnut Street, thence crossing to Kansas Avenue and again on the ridge along Kansas Avenue to Thirty-second Street. Had it been extended further on either side, it would have been on the side-hill, where nearly all cross-streets enter with considerable rise or fall, and, in widening, a readjustment of the grades of cross-streets would have been necessary at every intersection, adding materially to the cost of improvement. Again, since macadam should be used as the paving material, the cost of maintenance will be much less where light grades offer little opportunity for the surface material to wash off.

In accordance with plans approved by yourselves, the width of boulevards at present selected will be 100 feet, and at no time should any less width be considered, since with less width it would be impossible to secure the effect of a parkway and at the same time give sufficient width of roadway. This space should be divided as follows on all routes not occupied by street railways: a central roadway forty feet wide and parking thirty feet on each side; the parked space will be arranged with a curb and gutter combined; next to this, turf seventeen feet wide, then an eight-foot walk, and between this and the property line five feet of turf. On this space three lines of trees almost equally spaced will be planted. A perspective view and cross-section, showing exactly the division intended, is submitted herewith.

On the Independence Boulevard, along Independence Avenue, the cable railway tracks necessitate a somewhat different arrangement. The present width of roadway, fifty-six feet, will be maintained in order to leave a sufficient driveway on either side of the car line.

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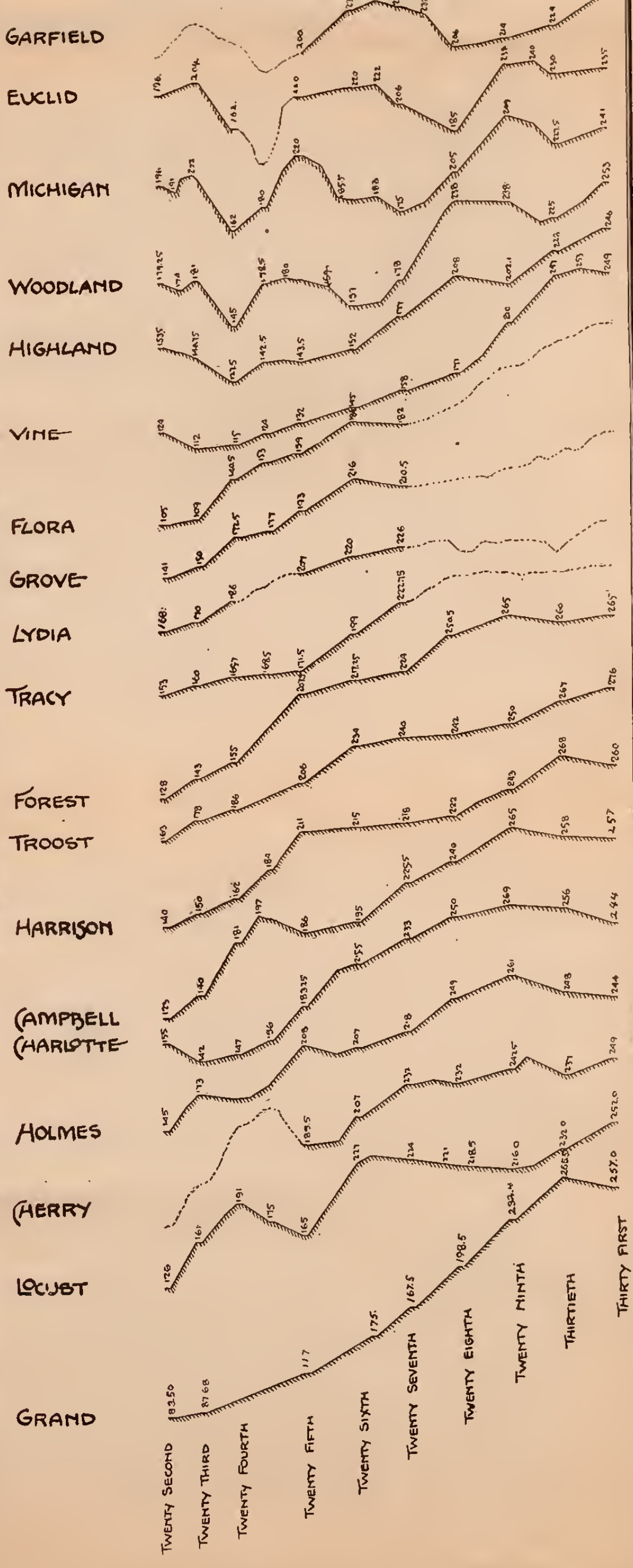
Sept 1893

TWENTY SECOND
TWENTY THIRD
TWENTY FOURTH
TWENTY FIFTH
TWENTY SIXTH
TWENTY SEVENTH
TWENTY EIGHTH
TWENTY NINTH
THIRTIETH
THIRTY FIRST

CLEVELAND
MONROE
ASKEW
BALES
INDIANA
COLLEGE
WALDRON
BELLEFONTAINE
AGNES
KANSAS
CHESTNUT
MONTGALL
PROSPECT
WABASH
OLIVE
PARK
BROOKLYN
GARFIELD
EUCLID
MICHIGAN
WOODLAND
HIGHLAND
VINE
FLORA
GROVE
LYDIA
TRACY
FOREST
TROOST

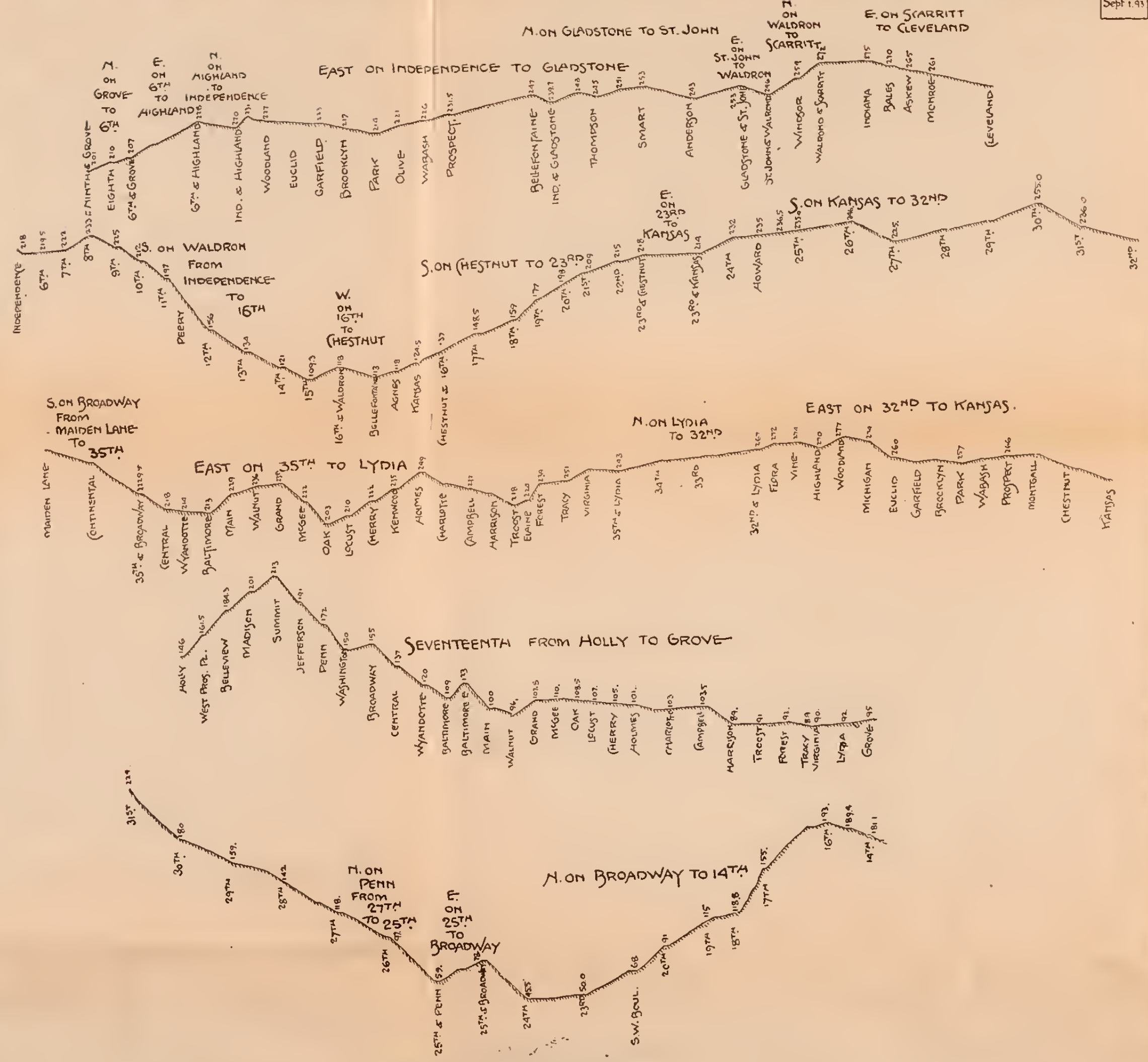
PART OF EAST BOULEVARD



PROFILES OF
NORTH & SOUTH STREETS
BETWEEN GRAND AVE. & CLEVELAND AVE—
FROM 22ND STR. TO 31ST STR.

HOR. SCALE 1" = 1320' VER. SCALE 1" = 80'

No. 12.
Sept 1. 93



PROFILES OF BOULEVARDS

AND OF

SEVENTEENTH STR; BROADWAY & PENN. STR.

HOR. SCALE 1" = 1320' VER. SCALE 1" = 80'.

The parking on each side will be made as shown on the perspective view and cross-section for a street occupied in this manner: from curb to walk six feet of turf; a walk eight feet wide, and eight feet of turf between the walk and property line. On this space only two lines of trees can be advantageously placed.

As to materials and the methods of construction: It is generally conceded that there is no more satisfactory pavement for the purposes of pleasure-driving than a well-built and well-maintained macadam road. Such pavement, if of the best class of construction and material, meets all the requirements even of a very large amount of pleasure-driving, It is almost noiseless, contains no decaying vegetable matter, offers a firm footing for horses and does not jar a vehicle in passing over it. It offers, in addition to its other good qualities, an advantage that has not heretofore been taken into consideration as compared with pavements that are impervious to air and moisture. Since the pleasing effect of a parkway is largely due to its shade trees, arching over roadway and walk, it is obviously necessary that the vigorous growth of the trees be assisted as much as possible, and this can only occur if the roots, in their already artificial surroundings, be given the best possible conditions.

The macadam pavement admits sufficient air and moisture to the roots, half of which are under it, to permit a healthy growth, while materials which form an impervious surface tend to retard the growth, and there is danger, in connection with the many other unfavorable conditions that obtain within cities, that trees will die by suffocation.

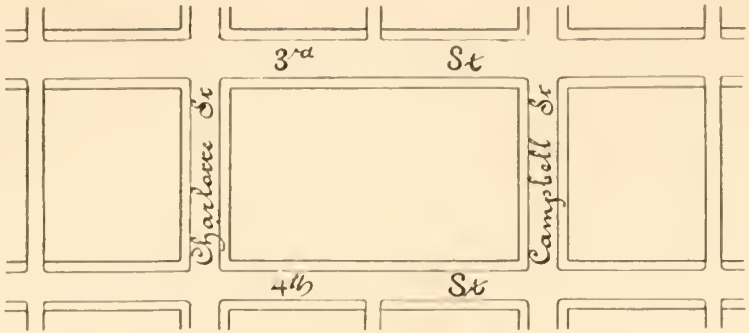
The first cost of the best macadam is less than that of any other first-class pavement, and while the cost of its maintenance is a continuous one, its aggregate is no greater than the total cost of other good pavements which periodically require complete renewal.

Macadam pavements in this city should be constructed under specifications similar to those that have been successfully applied in Chicago, thus avoiding all experimental work.

The following specifications will be found satisfactory: On a sub-grade thirteen and one-half inches below the finished grade, when thoroughly compacted by a ten-ton steam roller, and parallel to it, is placed a course of Telford blocks, native limestone, nine inches deep; interstices filled with limestone, not to exceed three inches in their greatest diameter; this course thoroughly compacted by steam roller. (Instead of Telford base, one of crushed limestone, compacted in two layers, can be substituted.) On this foundation is placed a four-inch course of crushed granite two and one-half

Proposed System of Boulevards and Park Reservations.

No 3.



Reservation A

North Square

Scale 1" = 200

inches in diameter, the interstices filled with a fine bank gravel, and when well mixed and flooded with water, it is thoroughly rolled with a heavy steam roller. On this course a surface dressing one-half inch deep of granite screenings is placed, flushed and rolled to a perfectly smooth surface.

Such a roadway should be kept moist, but not wet, and, when well cared for, is practically indestructible.

In addition to a curb, this pavement requires a gutter, and by using artificial stone (so-called granitoid) the two can be combined, making a uniform finish of pleasing character and perfect alignment throughout the length of roadway. In this, as in all the other work, only the best construction is satisfactory and economical, and this can only be obtained by constant and rigid inspection during the period of construction.

These granitoid gutters will be two feet wide and eight inches deep; the curbs eight inches wide, moulded in position where they are to remain.

The materials used will be three parts fine crushed granite, one part best imported Portland cement; the concrete thus made is placed four and one-half inches thick for gutter, and twelve inches for curb, on a foundation of not less than six inches cinders. Over the whole surface of this gutter and curb a wearing surface one-half inch thick, consisting of one part sand and one part Portland cement, is placed.

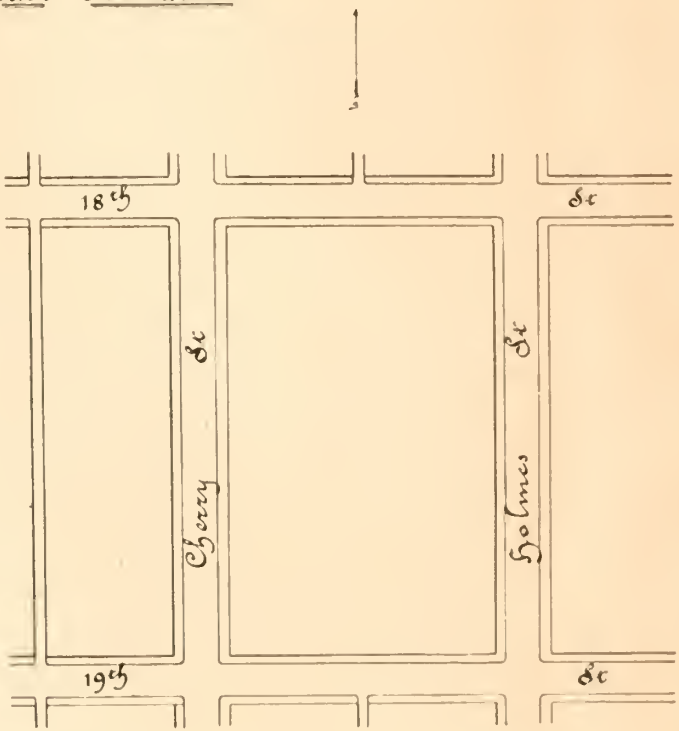
The walks will be formed of the same material as the curbs and gutters and used in the same proportions, the base to be on six inches cinders, then concrete of three and one-half inches and a wearing surface of one-half inch, cut into flags of large size. Where this material has been used it has proved much more durable and costs no more than the natural stone.

The trees used on these parkways should be of such kind as experience has proven will serve best. Among these are elm, Carolina poplar, Norway maple, linden, possibly ash and soft maple; and while it would no doubt hasten the time of thorough shading of the streets to use very large trees, it is best to use smaller nursery-grown trees that are much more easily established.

PARKS. In a general way, the park system of a city can be divided into several classes: the great rural or scenic parks, which in this report have not been considered; pleasure-grounds, reasonably large parcels of land within the city, intended to supply convenient places of recreation for a large number of people; play-grounds which provide opportunity for enjoyment of outdoor games and

Proposed System of Boulevards
and Park Reservations

No 8.



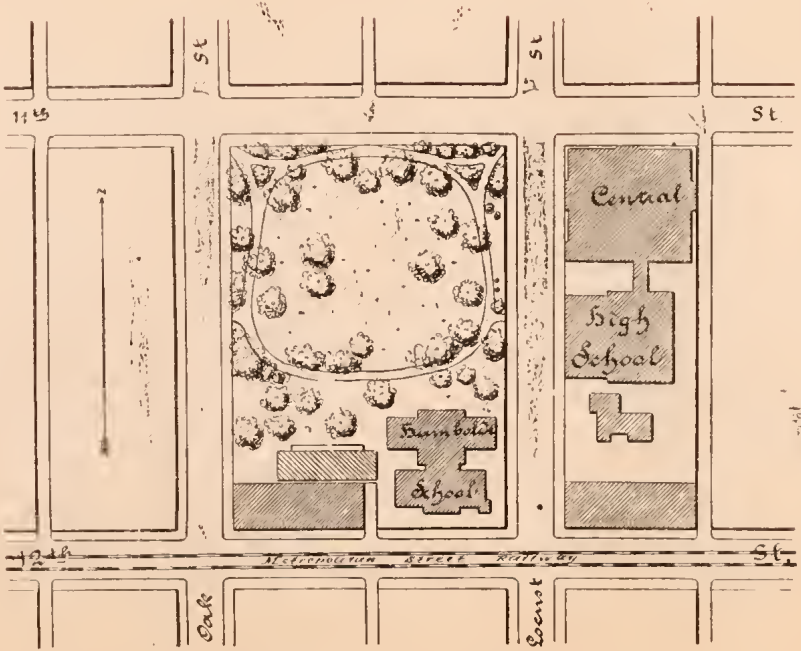
Reservation 6

Holmes Square.

Scale 1" = 200'

Proposed System of Boulevards and Park Reservations

No. 7.



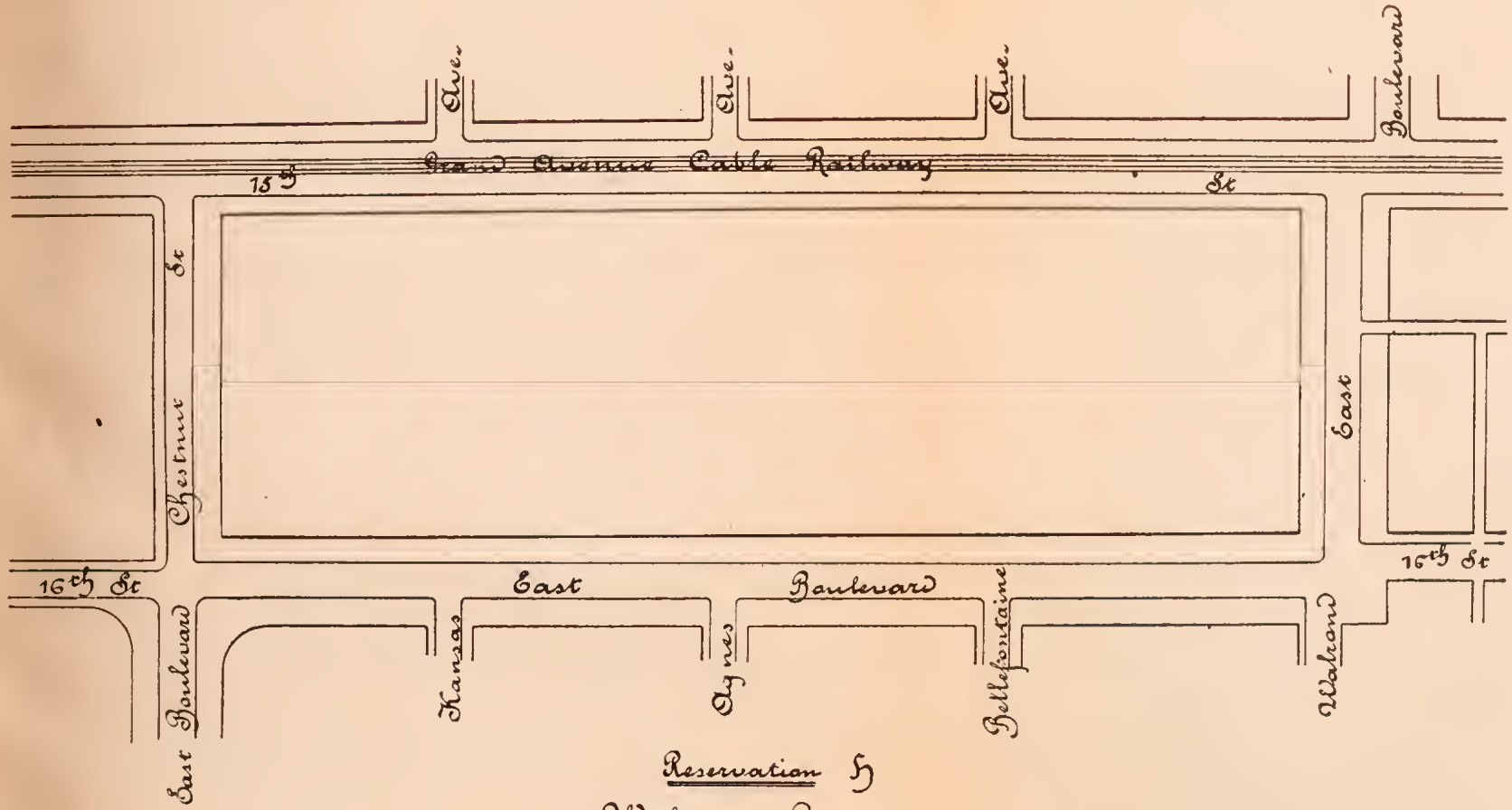
Preliminary Sketch for Reservation F.

Scale 1 : 200

66–67a

Proposed System of Boulevards
and Park Reservations

No 9
Sept 1893



Reservation 5

Walnut Grove

Scale 1" = 200'

athletic sports; smaller local play-grounds. The latter class provides play-grounds for children and often a resting-place where a tired mother can enjoy a few hours in the open air when neither could go to the large parks.

Of such grounds a city cannot have too many. The improvement of such places is necessarily simple; a convenient border walk of pleasing outline, the plantation of shade trees sufficient to cover a portion of the ground, and possibly screens of hardy shrubs; perhaps small shelter buildings, a convenient sand-pile for the babies, and abundance of seats.

Of this class four selections have been made: the block between Third and Fourth Streets and Charlotte and Campbell Streets; one block between Eighteenth and Nineteenth and Cherry and Holmes Streets; all of the block west of Central High School, between Oak and Locust and Eleventh and Twelfth Streets, except the site of the business block fronting on Twelfth Street and the site of the Humboldt School. A bird's-eye view of this property is included in the accompanying drawings, and shows the position of the High School and Humboldt School, and a suggestion for arranging the grounds.

The fourth of these selections, "Walnut Grove," is shown in outline on the drawings as reservation ("H"). It is somewhat larger, and sufficient to serve not only for children's play, but can be made a pleasure-ground of considerable beauty. The ground is already well wooded. Its improvement would be simple in form; including walks, arranged to lead through shady groves, and possibly some interesting plantation of flowering shrubs around the borders of the property, and the construction of convenient entrances, and perhaps passages through the ground.

The Parade. Next in area, it is intimately connected with the "Paseo," and is situated at the southern end of it, between Fifteenth Street on the north, midway between Seventeenth and Eighteenth Streets on the south, and between Flora and Woodland Avenues. As it is intended chiefly to supply, within easy reach of all parts of the city, a place for general amusement and outdoor games, for parades, concerts and public demonstrations, in addition to its use as a local pleasure-ground, its proposed use naturally governs the method of improvement and would require a somewhat different treatment than that of the local pleasure-grounds. The land is admirably adapted for its intended use. It is nearly level; the south half well wooded, and that portion near Fifteenth Street without trees is large enough to furnish a play-ground for many persons. The play-ground portion should be improved with a more or less

dense plantation of trees and shrubs close to the street lines, leaving the whole of the open ground for games. Since a constant use of this part of the ground would probably result in destruction of grass, it may prove best to leave an earth surface over that part most in use, or probably pave with a thin layer of broken stone and screenings.

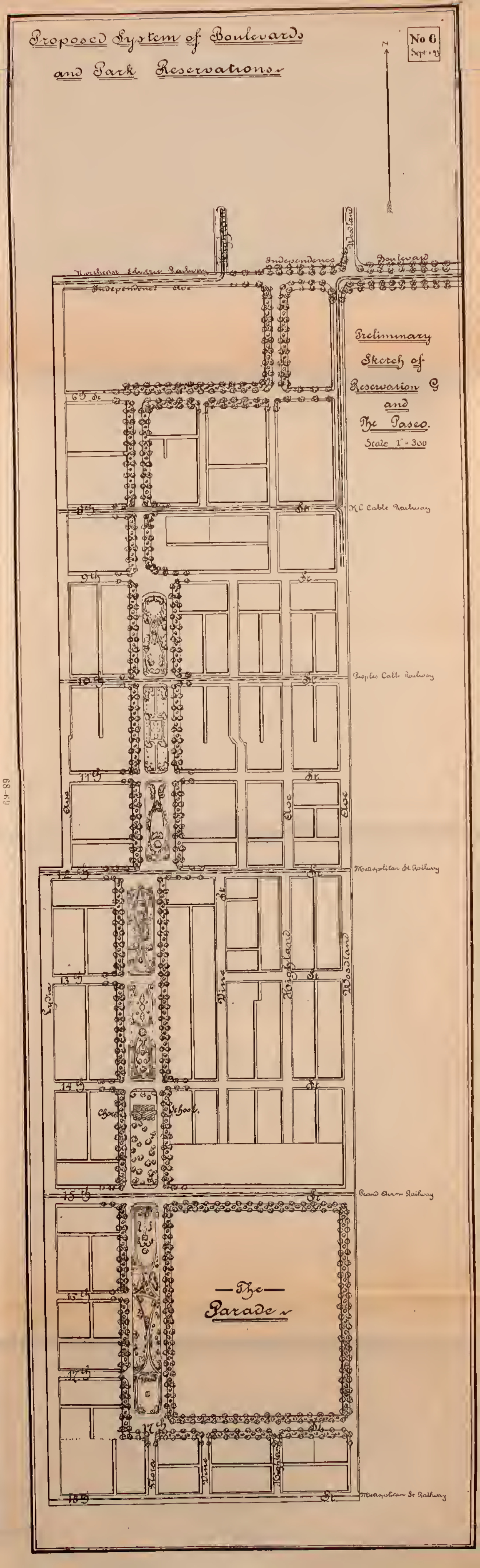
The wooded portion can be provided with a few walks, leading around and through the grounds, and to such shelter buildings as may prove necessary. The planting of some trees and a greater number of shrubs would add much to the beauty and interest of an already pretty ground.

The Paseo. The parkway shown on the map, along Flora Avenue and Grove Street between Ninth and Seventeenth Streets, forms what may aptly be termed a transition between "boulevard," as applied in these reports, and park. In reality, it becomes from its position a passage (Paseo) from "The Parade" to the entire boulevard system; and, intercepting as it does all the good east-and-west streets in the central portion of the city, it becomes one of the most important and unique features of the whole plan.

Its location in practically the center of the city and its accessibility from all directions would of itself seem to suggest that it should be made a promenade of the highest order, containing improvements such as walks, some trees, shrubs and fountains, and displays of flowers of an extent that would perhaps be unwise in the parks.

The public everywhere shows a thorough appreciation of flowers, and although this is often expressed only in extravagant praise of gaudy carpet bedding monstrosities, there is excellent reason for gratifying a well-defined desire for bright colors. This property readily lends itself to such improvement, that would hardly be justifiable in the larger reservations, where reliance for color effects must be placed in the trees and shrubs with their foliage and flowers, and in hardy herbaceous plants. The educational effect of a tastefully arranged floral display must not be underrated, as such public efforts will quickly find imitators, and result in a more general improvement of private places throughout the city, an indirect result much to be desired.

The whole width of the "Paseo," including the two streets, will be 223 feet north of Twelfth Street, and 242 feet south of that street. The entire width is to be divided into a parking space of thirty feet on each side, with the same division proposed on boulevards—namely, a walk eight feet wide, placed five feet from the


Proposed System of Boulevards and Park Reservations
No 6
Sept 1893
N
Preliminary Sketch of Reservation G and The Paseo.
Scale 1" = 300
Northeast Electric Railway
Independence Ave
Independence
Boulevard
Woodland
6th St
8th St
9th St
10th St
11th St
12th St
13th St
14th St
15th St
16th St
17th St
18th St
Ave
Ave
Ave
Lydia
Vine
Highland
Woodland
Chore School
K C Cable Railway
Peoples Cable Railway
Metropolitan St Railway
Grand Avenue Railway
Metropolitan St Railway
The Parade
Flora
Vine
Highland

property line, the remainder in grass and planted with three lines of shade trees; outside of this parking there will be on each side a roadway not less than twenty-five feet wide; this will leave a central space 113 and 132 feet in width.

The block between Fourteenth and Fifteenth Streets, on which the Chace School may remain for the time being, should be treated as a local play-ground, without plantations that would interfere with the children's play. With the exception stated, the central space can be arranged as a succession of flower gardens, with some trees and shrubs, fountains, and perhaps water basins for aquatic plants; but, above all, there should be produced here floral effects on a liberal scale, which would do much to brighten the appearance of the city. A different design in arranging the walks and plantations for each block would produce sufficient variety of scene to give the whole continuing attractiveness.

WEST TERRACE. In this reservation, extending from Seventh to Seventeenth Streets, and from the summit of the western bluffs to the foot, is included the property lying west of Summit Street between Twelfth and Thirteenth Streets, known as the Mulkey Place, all of which is shown on the bird's-eye view and the sketch plan of the reservation.

The proposition here becomes a two-fold one: along the Bluff itself, an improvement of great consequence to the whole city, because it will transform an ugly spot at what is practically the entrance of the city into a place at once characteristic and peculiar; and again, in the Mulkey Place a local pleasure-ground of great value, not only because it will be adapted to an improvement for this purpose, but on account of the commanding view obtained here.

The bird's-eye view submitted illustrates what may ultimately be made of this property, and the features shown there are intended mainly to present to the eye salient points of the Bluff, not a definite plan.

The chief characteristics of the Bluff are the precipitous walls of limestone descending from the summit to a ledge about thirty feet below, which varies in width from thirty to sixty feet. Below this, the stone and shale layers are again exposed to a varying depth of from ten to thirty feet. Beginning at the foot of this precipice is a slope to the foot of the hill, more or less steep, composed principally of a slippery shale and quarry *débris*.

From Twelfth Street, at the elevation of the ledge mentioned, Lincoln Street descends across the face of the slope to Bluff Street,

below the viaduct of the Ninth Street cable line. In a similar manner, Holly Street descends from Seventeenth Street to the foot of the Bluff at Twelfth Street. Both are, and will remain, important traffic streets, supplying the means of communication between the city on the hills and the West Bottoms, and cannot therefore be eliminated from a plan of improvement. Since they serve only as passages, however, and are not likely to be obstructed by the stopping of vehicles along the sides, there seems little reason for maintaining either at a greater width than perhaps thirty feet for roadway, with a sidewalk of twelve feet to fifteen feet on the outer or west sides.

By a reference to the illustration it will be seen that there are certain points along the summit capable of being formed into places in themselves of great interest, and which, when seen from below, would lend character to the whole picture.

Beginning at the north, such a place is found at Ninth Street. Here the continuation of this street, as represented by the viaduct of the cable railway, descends rapidly to the west, crossing the ledge only slightly above its general level. On the north of this incline, and at the face of the precipice above the ledge, it is possible to introduce a turret of stone, gradually merging into natural wall, and, if balanced by a similar lower one on the opposite side, the whole would impress itself as an entrance into the city, which that point really is. The top of the higher turret could easily be reached by pedestrians from Jefferson Street, and, if arranged with seats and perhaps shelter, would prove one of those fine points of lookout that will make this improvement of great service to the residents above.

On the south side of Ninth Street the reservation lines show the use of a portion of the frontage along Jefferson Street, about midway to Tenth Street. On this property an especially attractive improvement can be made by forming two terraces, or hanging gardens. The upper one a little below the level of Jefferson Street, arranged as a parterre, with perhaps a central fountain surrounded by flowers and walks, the outer sides planted with shrubs and the walls surrounding the three sides covered with clinging vines. A series of stairways might be added, which would supply means of communication between the street above and the second terrace, as well as with the park and the street below.

The second terrace similarly arranged and decorated, the two would become a beautiful feature and make this a most pleasing entrance.

Proposed System of Boulevards and Park Reservations.

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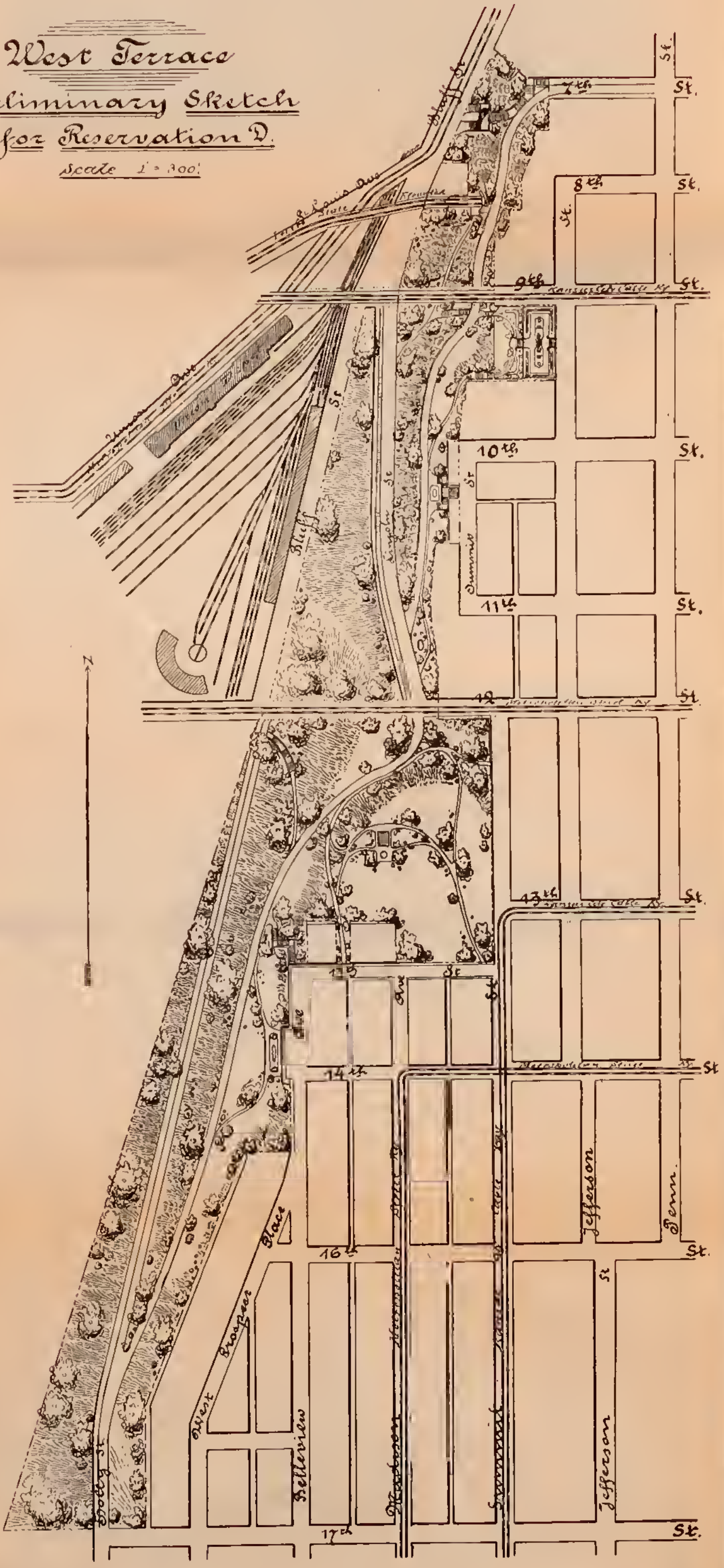
West Terrace
Preliminary Sketch for Reservation D.
Scale 1" = 300'



By a stairway from one of the terraces to the summit a promenade can be made leading to another point along the brow of the cliffs at Tenth and Summit Streets, wherein an architectural structure, a broad plaza, could be built, forming a delightful place of gathering, from which scenes below could be enjoyed. This would be especially true in the evening, when the masses of moving and stationary lights lend particular interest to the great West Bottoms.

This plaza, extending along Summit Street from Tenth Street to a point midway between Tenth and Eleventh Streets, could contain at its center a broad stairway leading to the ledge below, giving the residents above easy access to the whole Terrace.

At Fourteenth Street and Belleview Avenue is another such point, which, treated in a manner similar to that at Tenth Street, furnishes again the opportunity to see the valleys of the Kansas and Missouri Rivers.

Mulkey Place, intended as a pleasure-ground, merges into the Terrace so naturally that it forms a necessary part of the whole, and thus becomes of value in addition to its value as a local park. The fine views obtained from Mulkey Place justify the erection there of a pavilion to give shelter and convenient resting-places to those who will be attracted by the broad outlook.

With convenient paths from entrances on all sides and a liberal use of shrubs and trees, this spot can be made one of the most attractive recreation-grounds within the city.

The ledge that extends from Seventh Street, in a line practically unbroken and on the same general level, to Seventeenth Street will admit the construction of an interesting drive. Going south the cliff rises abruptly to the height of thirty feet on the left, and is almost continuous; on the right is the slope to the Bottoms.

A roadway twenty-five or thirty feet wide can be built with macadam and skirted on the outer side by a walk of granitoid, protected by railings of stone or iron.

At Ninth Street the road would have to be depressed in order to lead under the cable railway viaduct. At this point it would seem necessary to build a stone arch under the viaduct, and, by a plantation of trees and shrubs on either side of the roadway, to screen, in part at least, that somewhat incongruous iron structure.

Passing beyond Ninth Street the ledge widens sufficiently to admit of the arrangement of some walks to the terrace toward Jefferson Street, to connect with the steps at Tenth and Summit Streets. At Twelfth Street the cliff drive would connect with Lincoln Street; then crossing Twelfth Street and follow the ledge,

which is well defined along the entire reservation to Seventeenth Street; from this point communication is made with the boulevard system by way of Seventeenth Street to the east and on Broadway to the south—if these streets are improved as suggested by the Board.

The surface of the ledge is at present composed principally of a deep layer of shale, which, in the event of planting, will have to be, at least partly, removed and replaced by loam; without this it would be difficult to maintain vegetation.

The face of the cliff seems to reasonably withstand atmospheric action, and, for the present, at least, will not require the construction of retaining-walls, except at such places where the shale layer has been exposed; there, at least, light walls must undoubtedly be built in time, since the exposure to the air disintegrates this material so much that the cliff would be greatly undermined, and would be in danger of partly breaking off. This condition applies to all the stone layers below the ledge; otherwise there is at no point any indication of instability of the ledge.

At least for the summer season, a cheap and fairly satisfactory improvement can be made along the entire cliff by planting a profusion of clinging vines, such as different varieties of Ampelopsis.

Below the ledge and throughout the length of the terrace the ground will be somewhat difficult to treat. The greater portion of it is composed of quarry *débris*, containing also a large quantity of shale, all thoroughly saturated with water, and consequently very slippery and hard to hold. At such portions of the terrace where slopes are very steep it will probably be necessary to expose the face of the rock layers below the ledge to such an extent as will bring the slopes below more nearly to an angle of the natural point of rest. This could also be brought about by building a comparatively high footing-wall along the bottom of the slope; and of course any treatment of this property must include a thorough system of drainage in the earth, and particularly back of any walls that may be built. Except where absolutely necessary in order to furnish communication between the upper and lower portions, there should be no paths.

The slope should be turfed and in part covered by a judicious planting of trees and shrubs. It would be difficult to establish a great variety of vegetation on this property, inasmuch as it is exposed to very large quantities of soot and gases emitted from the locomotives in the railway yards below. Again, during the summer, the exposure to the western sun produces great heat and dry atmos-

phere, and in the winter time the alternate freezing and thawing will be detrimental to a very large class of plants.

North Terrace. The selection of the property shown on drawings as "North Terrace" will undoubtedly supply one of the most useful and beautiful parks within the city. The reservation includes all the property within the boundaries shown on the detail drawings. It is naturally divided into two great sections, east and west, by the great ravine occupied by Agnes Avenue. Both sections contain property characteristic of the Bluff, with its beautiful views, and also sufficient of fairly level surface for play-grounds.

The western section includes the five acres in Pendleton Heights now owned by the city. Along the north slope is the ledge which forms part of a cliff drive that will make this park famous for its beauty and variety of scenery. The summit above the cliff furnishes opportunity for most extensive views both along the Missouri River valley to the north, and to some extent of the city to the south. Here opportunity should be afforded, by convenient but separate drives and walks, to reach the highest points, where suitable resting-places, in form of concourse for vehicles and shelter buildings for pedestrians, can be constructed. The high promontory at the western end of the reservation should be used as one of these points; another lies between Wabash and Prospect Avenues. By a judicious planting of shrubs and trees screening portions of the valley below, and forming in some places vistas through frames of foliage, a great diversity of scene can be produced.

South of the western promontory, and between it and St. John Avenue, lies a pretty dell, capable of being formed into an attractive feature of the park, with a small pool, sufficient to furnish room for boating in summer and good skating in winter. Dora Avenue, which now leads through this dell from the East Bottoms, can be narrowed and slightly changed in location; it will then make a good park roadway and will give the residents below easy access to the park. From St. John Avenue at Brooklyn Avenue, a roadway curving to the northwest and crossing Dora Avenue roadway near the western boundary of the reservation will supply direct connection between the residence district around the western promontory to the cliff drive.

As shown on the sketch plan, but few roads or paths are needed in the reservation; they should be constructed only where absolutely necessary to furnish convenient communication between different points of interest, or passages to the entrances.

That portion east of Olive Street and lying on the higher open ground is admirably adapted for a play-ground and should be treated as an open lawn, with some shade trees along the borders and occasional shrubs to break the bare surface of the lawn. Owing to the street grades through some of this property, some grading will be necessary in order to avoid abrupt breaks. At the head of Prospect Avenue, and at the eastern portion of this section, is a narrow ridge running out toward and overlooking the Agnes Avenue ravine. This ridge is shown on the drawing as "Prospect Point." Here a lookout is obtained that suggests the erection of a turret of moderate size, sufficient to provide seats and shelter for those who will undoubtedly enjoy the romantic surroundings. Stone construction would seem in keeping with the cliffs and rock exposed in the numerous quarries. Across the ravine, at "Scarritt Point," the eye rests on a beautiful and well-wooded slope which terminates at the cliff. Below this is the cliff drive that will wind its way around the brow of the cliff through the "Wilderness" of groves and tangle of native shrubs to the Independence Boulevard above. Lower down is the slope to the bottom of the ravine at Agnes Avenue, and there other quarries expose rock, which should be covered with masses of vines. The present condition of the property at both "Points" is illustrated in the views presented herewith.

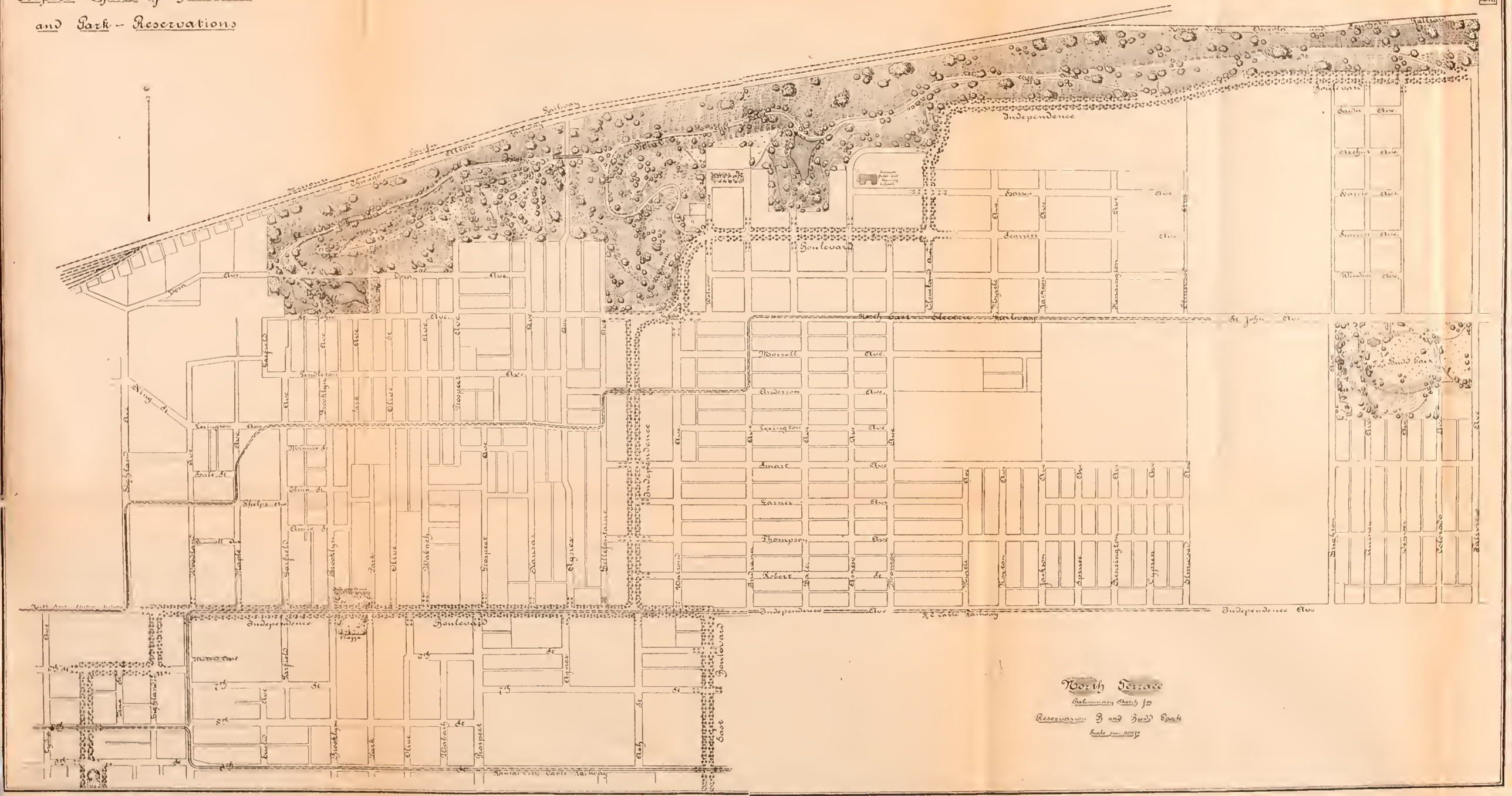
From the lookout at "Prospect Point," walks, and perhaps stairways cut into the rocks, should lead to the ledge and cliff drive below, and to the stone viaduct across Agnes Avenue that will lead to the cliff at "Scarritt Point."

From "Scarritt Point" the cliff drive is continuous throughout the length of the park and Independence Boulevard. With the latter connections on easy grades can be made at several points.

Some of the views that accompany this report are taken from the cliff drive. In addition to the drive, a bridle-road can be built along the slope below, greatly enhancing the value of the park for equestrians. The northern exposure of the park, protected as it is from the heat of the summer sun, results in a luxuriant growth of vegetation on the cliffs, and it will be possible to produce a far greater profusion of plants here than will be possible, for many years, on the "West Terrace."

Aside from the many beautiful views obtained along the eastern section of the "North Terrace," this reservation possesses a number of places with fairly level surface that will make handsome play-grounds. The most prominent of these are the "Scarritt Point," with its gentle and shady slopes, and quite a large area north of

Proposed System of Boulevards and Park – Reservations


Independence
Boulevard
Morrell Ave.
Anderson Ave.
Lexington Ave.
Smart
Larned
Thompson
Robert
Independence Ave
Kansas City Cable Railway
Boulevard
Independence
Kansas City Cable Railway
Independence Ave
Kansas City Cable Railway
Kansas City Cable Railway
Kansas City Cable Railway

Independence Boulevard and immediately west of what is known as "Burge Park."

The "Wilderness" of native trees and bushes, the property lying north of St. John Avenue and west of Walrond Avenue, is also an excellent play-ground. Its variety of contour in gentle and steeper slopes will permit the construction of a series of paths that would lead through shady groves and open into broad vistas of great interest. This portion of the park is bounded on the south and east by Independence Boulevard, which forms at its intersections with St. John and Walrond Avenues a wide concourse where many vehicles will have room to stand, permitting their occupants to enjoy a view of rare beauty to the northwest, over the "Wilderness" in the foreground, and between "Prospect" and "Scarritt Points," to the river and valley below. At this point the line of the boulevard crosses the head of a deep ravine, necessitating a considerable earth-fill, and this in turn will require a high wall of several hundred feet in length. By building a wall of rough-faced rock, and partly covering it with vines, it can be made an attractive feature entirely in harmony with its park surroundings. By a liberal provision of seats placed perhaps in recesses in the wall on the level of the boulevard, this point can be made of great value to pedestrians.

From Cleveland Avenue east, Independence Boulevard skirts the park throughout its length, making it accessible at many points.

Throughout the park there is an excellent growth of native trees and shrubs, and it will require comparatively little additional planting to make the whole a handsome park. Along the north line of Independence Boulevard at the edge of the Bluff it will be desirable to make some plantations of shrubs in order to screen from view some of the present and possibly future factory buildings in the immediate foreground in the East Bottoms below.

Penn Valley. Like the other large park reservations, the property included in this seems intended by nature for park purposes. On the south is high land far above all the surrounding streets, and to the north the deep valley.

The Penn Street road, which bounds the property on the east and has easy grades throughout, should be made the park road.

By avoiding the use of continuous and formal plantation of shade trees along the road, using instead groups of trees, the valley will become what it really is intended to be, a park drive; from it several roads will lead into and through the park beyond, making all portions easily reached, and from all sides. The extensive val-

ley in the northern half of the park will require but little improvement beyond partly leveling the lower ground for a general playground, giving place for nearly all the outdoor games. The whole of this property, when well turfed and planted with clumps of trees and shrubs along the slopes, will become a most delightful place of recreation. On the east side of the valley and within the park is a cliff and ledge similar in character to those along the "West" and "North Terraces," and here also a short cliff drive will add much to the interest and usefulness of the property. Above it, between the cliff and Jefferson Street, the western boundary, is high land. Along this summit a path would lead to all the points from which the best views to the west, north and east can be obtained. At these places seats and shelter will be desirable.

The south half of the park is, in character and topography, the opposite of the north portion. It is in the main a high, sightly plateau, beginning near Thirteenth Street, where a promontory is formed by two small ravines that drain the eastern and western sides of the park, and that converge in the valley below.

On a level slightly below the plateau, a driveway leading from the east at Thirteenth Street around the promontory to Thirty-first Street and receiving into it the cliff drive from the north would supply communication between the residence districts on each side and connect with all drives and paths into the interior of the proposed park. The high point of the promontory, which commands a fine view of the densely populated hills of the city to the north, is an excellent site for a pavilion. A small lake now on the property could be enlarged, and, with paths to and around it, would add much to the beauty of the park.

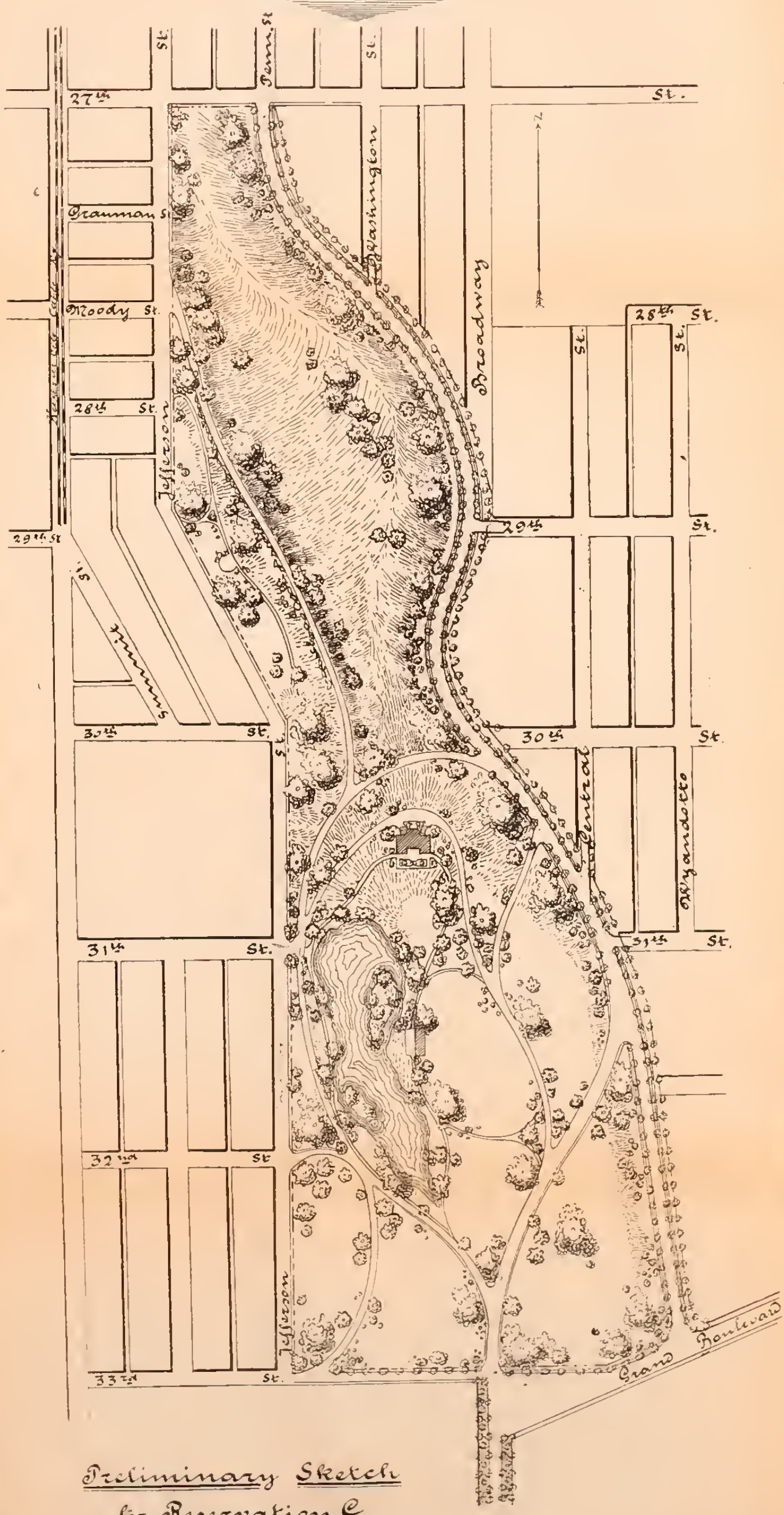
A main driveway can be arranged to enter near the center of the southern boundary, really continuing the South Boulevard, and pass through the park toward the city, connecting in the park with its roads and paths.

In the three larger reservations, to a less degree in the "Penn Valley," however, there exists the condition that, aside from the areas of pleasure-ground provided, the principal and most attractive feature lies in the wide range of views obtained from summits in the reservations. This fact at once controls the designs for location and the direction of the greater portion of roadways and paths that lead to points of vantage, to the end that every view will be seen at its best, and that each will awaken interest and expectation as to the next to follow.

Proposed System of Boulevards and Park Reservations.

No. 4
Sept 1893

Penn Valley



Preliminary Sketch for Reservation C.

Scale 1" = 300'

In some cases great breadth of views is not an unmixed advantage, as they often include spots and objects not in harmony with park scenery which the designer would like to screen from view. To accomplish this, plantations of trees and shrubs can be disposed in the immediate foreground to cover undesirable objects and to form frames of foliage for the pictures left exposed to view. These plantations can often be so arranged as to appear to incorporate distant objects of interest and make them seem portions of the park, although actually far beyond and out of control.

The construction of roadways and paths need not in any case be costly. They should require very little grading, as they will in all cases adhere as closely to the natural surface as the shape of the ground and condition of surface-drainage will permit. There is no apparent need for drainage except such that will care for surface water. The roadways, built on a base of eight inches broken stone covered with gravel, will bear all the driving that can go upon them, and the paths will probably not need more than four inches of stone and gravel. Both will, in most cases, require gutters of permanent material (small cobble-stones seem best), as they form the natural surface drains. As these can not be large enough to carry great quantities of water, sometimes for long distances to natural outlets, underground drains will in some instances be needed.

A sufficient number of buildings for operating purposes as well as for convenience and comfort of the public must be provided for at convenient and proper places.

As all such structures, however, are artificial and more or less out of keeping with natural scenery, they should, therefore, never be permitted to become conspicuous either in design or color.

The climate here permits the use of a great variety of deciduous trees and shrubs and herbaceous plants, making it possible to have during the spring and autumn months a great profusion of flowers, without resorting to an excess of bedding plants for color effects. In autumn foliage we are not so fortunate, as there are only a few trees that produce clear colors, and then for a very short time only. The dry summer months seem to limit the use of coniferous trees to a comparatively small number of kinds, but among these are the most valuable of the pines, firs, spruces, and arbor-vitæs for park planting.

For the lawn, the light of the landscape picture, the blue-grass (*Poa pratensis*) is unquestionably the best. It seems able to bear continual trampling and will make it possible to permit almost unrestricted public use of the lawns.

Before any park improvement is possible it is indispensable that a nursery or nurseries for trees and shrubs be provided.

It will be impossible to do satisfactory work without nurseries under direct control of the Park Board.

GEO. E. KESSLER,
Engineer.

Pages 79 to 84

West Bluffs from Seventh Street south, as seen from the Union Depot, July, 1895.

From photograph by Photo and Views ... 130 Main St.

AMENDMENT TO THE CITY CHARTER IN RELATION TO PARKS AND BOULEVARDS, ADOPTED JUNE 6, 1895.

Article X.

Section 1. There is hereby established within the city an executive department to be known as "Board of Park Commissioners," which Board shall be composed of five persons, freeholders and electors of the city, well known for their intelligence and integrity, who shall have resided in the territory embraced within the city limits at the time of their appointment for a period of at least five years before the date of their appointment, and who shall be appointed by the Mayor without confirmation, and whose term of office shall continue for a period of two years; *provided*, that the first appointment of such Commissioners hereunder shall be for a term ending at the end of the fiscal year of 1896. Said Commissioners shall serve without compensation, and any one of said Commissioners shall be held to have vacated his office in the event of his accepting a nomination or appointment to, or becoming a candidate for, any political office.

No more than three members of said Board shall belong to the same political party. One of the members of the Board shall be designated in the appointment as president thereof; and vacancies in said Board shall be filled by appointment by the Mayor for the unexpired term only. Any member of said Board may be suspended or removed in the same manner and for like causes as other appointive city officers.

Sec. 2. The president of said Board shall give a bond to the city in the sum of ten thousand dollars, and each of the other members shall give a bond to the city in the sum of five thousand dollars for the faithful performance of his duties as such Park Commissioner. All bonds required to be given by the provisions of this article shall be approved by the City Comptroller.

Sec. 3. Said Board of Park Commissioners shall keep a record of its proceedings; shall adopt a common seal, and shall appoint a secretary, who shall not be a member of the Board, and who shall hold office at the will of the Board, and shall receive such salary as the Board may determine, and shall give bond to the city for the faithful performance of his duties in the sum of five thousand dollars. In the absence or disability of the secretary, the Board may designate one of its members to act as secretary *pro tempore*.

SEC. 4. The president, and in his absence or disability any other Park Commissioner appointed president *pro tempore* by resolution of the Board, is authorized to sign, execute and acknowledge, in the name of the Board, all maps, plats, contracts, warrants or documents of any character required or authorized by this article; and three members of said Board shall constitute a quorum for the transaction of business, and an affirmative vote of a majority of the members of the Board shall be sufficient to authorize any act of said board.

SEC. 5. Said Board of Park Commissioners shall have power, and it shall be its duty, to devise and adopt a system of public parks, parkways and boulevards, for the use of the city and its inhabitants, and to select and designate lands to be used and appropriated for such purposes, within or without the city limits, and to select routes and streets for boulevards, and to cause the same to be opened and widened as hereinafter set forth, and, by and with the approval and authority, by ordinance, of the Common Council, to lease, purchase, condemn or otherwise acquire, in the name of the city, land for parks, parkways, boulevards or public squares, and, by and with the approval and authority, by ordinance, of the Common Council, to establish, change or re-establish the grade of any boulevard or parkway, and to require any railway upon or across such boulevard or parkway to be brought to the grade so established, changed or re-established.

SEC. 6. Said Board of Park Commissioners shall also have power to superintend, control and manage any and all parks, parkways and boulevards belonging to or under control of the city, and such other public grounds and thoroughfares as may, by ordinance of the Common Council, be placed under the control and management of said Board, and to improve, adorn and regulate the same in such manner as it may deem best, and to establish the width of sidewalks on all boulevards and parkways. And the Common Council shall have power, and it shall be its duty, upon the recommendation of the Board of Park Commissioners, to pass ordinances for the regulation and orderly government of such parks, parkways and boulevards, and to prescribe fines and penalties for the violation of such ordinances.

SEC. 7. The territory within the present city limits, so long as said limits remain unchanged, and until such park districts may be changed as herein provided, is hereby divided into three park districts, to be known as "West Park District," "North Park District," and "South Park District," whose boundaries shall be the

same as those heretofore established by ordinance of the Common Council, numbered 4910, and approved on the 4th day of March, 1893; which division of the city into park districts under the provisions of said ordinance is hereby ratified and confirmed, the boundaries of which districts are as follows:

Of the West Park District: Beginning at the intersection of the western city limits with the northern city limits; thence eastwardly along the northern city limits to the intersection of said northern city limits with the center line of Delaware Street projected northerly; thence in a southerly direction along the center line of Delaware Street to the intersection with the center line of Ninth Street; thence eastwardly along the center line of Ninth Street to the intersection with the center line of Main Street south of Junction of Main and Delaware Streets; thence in a southerly direction along the center of said Main Street to the southern city limits; thence westwardly along the southern city limits to the western city limits; thence northwardly along the western city limits to the place of beginning.

Of the North Park District: Beginning at the northeast corner of the West Park District, as herein defined, that is, the intersection between the center line of Delaware Street projected northwardly with the northern city limits; thence in a southerly direction along the eastern boundary line of the said West Park District to the center line of Fifteenth Street; thence eastwardly along the center line of Fifteenth Street to the eastern city limits; thence in a northerly direction along the eastern city limits to the northern city limits; thence westwardly along the northern city limits to the place of beginning.

Of the South Park District: Beginning at the southwest corner of the North Park District, as herein defined, thence in a southerly direction along the eastern boundary line of the West Park District, as herein defined, to the southern city limits; thence eastwardly along the southern city limits to the eastern city limits; thence in a northernly direction along the eastern city limits to the center line of Fifteenth Street; thence westwardly along the center line of Fifteenth Street to the place of beginning.

Whenever and so often as the city shall extend or change its limits, the Common Council shall have power by ordinance, upon recommendation of the Board of Park Commissioners, to divide the added territory into new park districts, or to add the same to the districts already established, or to divide the whole territory

within the city limits as extended or changed into two or more park districts.

SEC. 8. It shall be the duty of the Board of Park Commissioners to provide at least one park in each park district, and to purchase or otherwise acquire with the concurrence of the Common Council, as herein provided, real estate therefor; and the Common Council is hereby authorized and empowered to provide by ordinance for the purchase, condemnation, or otherwise obtaining of land within the city limits, and for the purchase or otherwise of land without the city limits, for public parks, parkways and boulevards, and to establish the same, provided the acquisition of such land for such public parks, parkways and boulevards and the establishment of the same be first recommended by the Board of Park Commissioners. And whenever said Board shall select and recommend to the Common Council any acquisition of any land for parks, public squares, parkways or boulevards, it shall be the duty of the Common Council, upon such recommendation, to proceed forthwith, by ordinance, to provide for the establishment and acquisition by purchase, condemnation or otherwise, as it may deem best, of such lands for parks, parkways or boulevards as may be selected by said Board of Park Commissioners. Payment for any such land so selected and acquired, whether within or without the city limits, may be made out of the general fund, or by the issue and sale of bonds of the city as may be provided by ordinance of the Common Council subject to the constitution and laws of the State; or payment for land so selected and acquired for such purposes within the city limits may be made as hereinafter provided.

SEC. 9. The parks, parkways, public squares and boulevards, established in any park district or districts within the city limits, whether acquired by purchase or condemnation, may be paid for by special assessments upon the real estate situated therein found benefited thereby as hereinafter authorized. Such special assessments may be made payable in such manner and at such time or times as may be provided by ordinance of the Common Council upon the recommendation of the Board of Park Commissioners.

If the Common Council, with the concurrence of the Board of Park Commissioners, shall, by ordinance, find and determine that the establishing of any park, parkway or boulevard is a benefit to more than one park district or part or parts thereof, the cost thereof may be assessed upon the real estate found benefited in such park districts or parts thereof.

SEC. 10. Whenever the Common Council, upon the recommendation of the Board of Park Commissioners, shall provide by ordinance for the purchase or condemnation of any real estate selected for a park, or for the opening, widening or extending of any boulevard or parkway, or part thereof, or for constructing and maintaining any viaduct or bridge for public use on any parkway or boulevard, or for establishing, opening, widening, extending or altering any route or right of way for a sewer or a channel of any watercourse necessary to the maintenance of a park or park system in whole or in part, and it becomes necessary to take or damage any private property for any such purpose, said Common Council shall, by ordinance, describe the private property to be purchased, taken or damaged; and in case the same is to be paid for by special assessments upon real estate, shall designate the time and mode of payment of such assessments, and shall also prescribe the limits within which private property shall be deemed benefited by the proposed improvement, and be assessed and charged to pay compensation therefor, which benefit district may include one or more park districts, or part or parts of such district or districts. And in said ordinance, separate descriptions of each piece or parcel of property shall not be required, but it shall be a sufficient description of the property to be purchased, taken or damaged, to give a description of the entire tract by metes and bounds, whether the same shall be composed of one or more than one piece or parcel. Thereupon the City Engineer, or his assistants, shall make out and deliver to the Board of Park Commissioners a statement by map, plat or otherwise, containing a correct description of the several lots or parcels of private property to be purchased, taken or damaged, and containing also the names of the owners, so far as known, of such lots or parcels of land, if any, to be taken or damaged, or of any estate or interest therein, who may be such at the time of the taking effect of the ordinance providing for the taking or damaging of such private property. The proceedings for the taking or damaging of such private property for public use as herein provided and the assessments of benefits to pay for the property so purchased, taken or damaged, if the same is to be paid for by special assessments upon real estate, shall be heard and determined by the Circuit Court of Jackson County, Missouri, at Kansas City.

SEC. 11. When the Board of Park Commissioners shall file or cause to be filed a certified copy of such ordinance referred to in the preceding section, in the Circuit Court, or with the clerk thereof,

such court shall thereupon, by order, appoint a day and place for empaneling a jury to ascertain the compensation for the property taken or damaged, and, if the same is to be paid for by special assessments upon real estate, to make assessments to pay for the property to be taken, purchased or damaged, as the case may be; which order shall recite such ordinance, or the substance thereof, and shall be directed to all persons whom it may concern, without naming them, notifying them of the day and place fixed for the empaneling of a jury, and for the ascertaining of the compensation to be paid for the property to be taken or damaged and the amount of benefits, if any, to be assessed to pay therefor or for the property purchased.

A copy of such order shall be published in a newspaper at the time doing the city printing, for four successive weeks, the last insertion to be not more than one week prior to the day so fixed for said hearing. The court may, at the time of making such order, or at any time before the hearing, further order that the parties owning or having an interest in the real estate proposed to be taken or damaged, be served with a copy of said order, either by delivering to each of such owners or parties interested at any time before the day fixed therein for the hearing, a copy of the order or by leaving such copy at their usual place of abode with some member of their respective families over the age of fifteen years; and, in case of corporations, by delivering a copy to the president, secretary, or some managing officer thereof, or to any agent of such corporation in charge of any office or place of business of such corporation.

If service of such notice can not be made on any or all of such parties as above described, within said city, when personal service is ordered by said court, the return on such notice shall so state, and thereupon an *alias* order specifying a different date may be made by said court, if deemed advisable, notifying such unserved parties of the facts as in case of the original notice above provided. Said cause may be continued or postponed from time to time as in civil causes in said court. It shall not be required in any case to bring in any person other than the owners of the property or those interested therein, who were such at the time of the taking effect of such ordinance; and the parties claiming or holding through or under such owners or parties interested, or any of them, shall be bound by the proceedings as fully as if they were brought in; but any persons having an interest in the real estate to be affected by said proceedings may, upon application and entering their appearance, be

made parties thereto; but no notice of said proceedings shall, in any case, be necessary to the validity thereof, except the publication of the order as herein provided. Notice so given by publication shall be sufficient to authorize the court to hear and determine the cause and to make any finding or order or render any judgment therein as fully as though all the parties interested at the time of the taking effect of such ordinance, or thereafter, had been sued by their proper names and had been personally served.

Affidavit by the publisher, manager, or any person connected with the newspaper in which such order was published, accompanied with a printed copy of the notice, shall be *prima facie* evidence of the publication of such order as herein required.

The service of such notice or order, when so ordered by the court, may be made by a policeman of the city, or by any constable or officer authorized to serve judicial writs; and any return of service by a policeman, constable or other officer shall be evidence of the facts therein stated.

SEC. 12. If any incorporated company, which may be interested in the whole or in any part of the land to be taken or damaged by the said proceeding, be entitled, under the law of the land, to trial of its claim for compensation therefor by a common law jury of twelve men, it may at any time prior to the day fixed as herein provided for empaneling a jury, file in the office of the clerk of said court a petition, in which it shall state the description of the property owned or claimed by it so to be taken or damaged and the amount and nature of its claim therefor, and may further state that it demands a trial before a common law jury of twelve men of its claim for compensation therefor; and if any such incorporated company shall not so file such petition before such date, it shall be deemed and taken to have waived its right of trial by a jury as aforesaid of such issue. And if any incorporated company, which may under the law of the land be entitled to a trial by a jury as aforesaid, shall file such petition, then the court shall cause such jury to be empaneled for the trial of such claim; and the issue to be tried by such jury shall be the actual value of the land of such claimant taken, if any, and the amount of damage to the land of such claimant not taken, by the public use thereof, and by the use of the land taken for the purposes for which it is taken, including all that the city may, from time to time, do or cause to be done in, with or upon the private property so taken or damaged. If two or more such incorporated companies interested in land to be taken or damaged as aforesaid be entitled to trial by a common law jury as

aforesaid, and shall make demand therefor as aforesaid, the court may, in its discretion, as may appear expedient, order that all such claims shall be tried at the same time before one jury; and said cause or further proceedings in the same shall be continued from time to time by the court until such issue or issues shall have been determined by the verdict of said jury:

Provided, that any party to such issue which may feel aggrieved by the verdict of said jury may, within four days after the rendition of the same, file its motion for a new trial and in arrest of judgment, and said motion or motions shall be heard without delay, and after hearing the same the court may overrule the same or may order a new trial of such issue or issues on good cause shown; but no appeal from the judgment of the court overruling such motions shall be had therein until the final judgment of confirmation of the entire proceedings by the said court as hereinafter provided.

After the rendition of the verdict of such common law jury of twelve men, and after the hearing of the exceptions thereto on the motions for new trial or in arrest of judgment, if any there be, or if no such jury trial be demanded, then upon the day fixed by the order and notice aforesaid for empaneling a jury, or upon any day thereafter to which said cause may have been continued as aforesaid, the court shall empanel a jury of six freeholders and the cause shall proceed before such jury of freeholders empaneled to try the same as set forth in the next succeeding section.

SEC. 13. Said court shall, upon the day fixed therefor, or upon some subsequent day to which said cause may have been continued, empanel a jury of six freeholders of the city, who shall not be interested in the property to be taken, purchased or damaged, who shall receive the same compensation as other jurors in said court; and said jurors, upon entering upon their duties as such, shall make oath before the clerk of said court that they will faithfully and impartially ascertain the actual damages or just compensation to be paid in each case separately, as well as the benefits, if any, to be assessed, under such instructions as shall, after hearing the parties, be given them by the court. The parties interested may submit evidence to said jury of freeholders, and such jury may examine personally each piece of property described on such map or plat furnished as aforesaid by said City Engineer, or his assistants, to the Board of Park Commissioners, and all property claimed to be damaged; and such jury may examine personally the property, if any, to be assessed with benefits, and the City Engineer, or one of his assistants, may accompany such jury for the purpose

of pointing out the property aforesaid; and the court may continue the proceedings from day to day, or adjourn to a future day. The party owning any property taken may remove any improvements thereon.

SEC. 14. The jury shall ascertain the just compensation, to be paid as follows:

First, for each piece of private property taken, when the public use thereof shall be such that the city must have exclusive possession and control thereof, as in case of a public park, public square, parkway or boulevard, the actual value of the property taken; *provided*, that in case any claim for compensation shall have been tried and ascertained by a common law jury as provided in Section 12 of this article, any jury of freeholders in said proceeding shall accept and adopt the valuation or assessment of damages for any land taken or damaged as assessed by said common law jury, and shall so recite the same in and as a part of any verdict thereafter rendered by any such jury of freeholders.

Second, for each piece of private property taken when the public use thereof may be such that the city need have only such possession and control as shall not wholly exclude the beneficial use thereof by the owner or owners, as in the case of a viaduct, bridge or route for a sewer, and right of way therefor, the actual damage from the public uses specified in the ordinance.

Third, for all damages to each piece of private property not actually taken so as to give the city possession or control of the same, the actual amount of damages such private property may sustain from the use of the private property taken for the public use for which it may be taken, including all that the city may from time to time do or cause to be done in, with or upon the property so taken.

SEC. 15. If the land to be purchased, taken or damaged as aforesaid is to be paid for by the assessment of benefits upon real estate, whether the land acquired is to be condemned or purchased, the jury of freeholders, to pay compensation for the land purchased, taken or damaged, shall estimate the amount of benefit to the city at large, inclusive of any benefit to the property of the city, and shall estimate the value of the benefit of the proposed improvement to each and every lot, piece and parcel of private property, exclusive of the buildings and improvements thereon, within the benefit district, if any benefit is found to accrue thereto; and in case the total of such benefits, including the benefits assessed to the city at

large, equals or exceeds the compensation assessed, or to be paid for the property purchased, taken or damaged, then said jurors shall assess against the city the amount of benefits to the city as aforesaid, and shall assess the balance of the cost of such improvement against the several lots and parcels of private property found benefited, each lot or parcel of ground to be assessed with an amount bearing the same ratio to such balance as the benefit to each lot or parcel bears to the whole benefit to all the private property assessed.

SEC. 16. The jury of freeholders shall render a verdict which shall show:

First, a correct description of each piece or parcel of private property taken, if any, and the value thereof, and of each piece or parcel of private property damaged, and the amount of injury thereto; and in case the property to be taken or damaged is to be paid for out of the general fund, or out of the funds belonging to the park district in which the same is situated, or from the issue and sale of bonds of the city, and not by the assessment of benefits against real estate, no further finding of the jury shall be necessary.

Second, if the property purchased, taken or damaged is to be paid for by the assessment of benefits upon real estate, the verdict of said jury shall also show, in compensation for the property purchased, taken or damaged, the amount, if any, assessed against the city, which shall stand as a judgment against the city, and shall show the amount of benefits assessed against each piece and parcel of private property found benefited within the benefit district.

The City Engineer and City Assessor, or their assistants, shall, when required, aid said jury of freeholders to put its verdict in proper form; and said jury may use the books, plats and records in the office of the City Assessor for such purpose, and if the jury shall find that any number of tracts or parcels of land within the benefit district are benefited ratably in proportion to the assessed value thereof as shown by the books of said Assessor, they may so assess the same; and said jury shall not be discharged until its verdict shall have been reviewed by the court and is correct in form. Said verdict shall be signed by each of said jurors, and the verdict of said jury may be reviewed by said court, and said jury may be required by the court to correct any errors of description or other clerical errors; and the court may on its own motion, or may on the motion of the city, or of any party interested in the proceedings, filed within four days after the rendition of the verdict, for good cause, set aside the verdict of said jury of freeholders, and thereupon, without further notice, may appoint a new jury of free-

holders to make a new appraisement or assessment, and fix a time and place for empaneling such other jury and for a rehearing of the whole matter; *provided*, that the verdict of any common law jury theretofore rendered in such proceeding fixing the compensation to be paid to any incorporated company shall be accepted by such new jury of freeholders as part of its finding.

SEC. 17. The verdict, unless set aside as aforesaid, shall be confirmed and judgment entered thereon that the city have and hold the property sought to be taken upon payment of the compensation assessed therefor, for the purpose specified in the ordinance providing for said improvement, and that the city pay the benefits assessed against said city, that the city recover the respective amount assessed against the private property, and that the several lots and parcels of private property so assessed to pay compensation by the verdict stand severally charged and be bound for the payment of the respective assessments and the interest that may accrue thereon; and if said assessments are, by the ordinance aforesaid, made payable in more than one installment, the judgment shall so recite. Such judgment shall be by the clerk docketed and indexed in the books used for that purpose. And if such assessment, or any portion thereof, against any tract or parcel assessed, or any portion thereof, be not paid and discharged when the same becomes due or collectible, and shall be in default as hereinafter provided, the collection of the same may be enforced by special execution or executions against the lot, tract or parcel of land charged with the lien thereof; and such execution or executions shall issue upon the filing of a statement of the City Treasurer with the clerk of the court, showing what assessments are unpaid and collectible, and against what lots or parcels of land and the amount or amounts due and collectible thereon.

The proceedings under such special execution or executions shall, as far as practicable, conform to the proceedings under special executions on ordinary judgments foreclosing liens on lands, and any such execution herein authorized shall be deemed sufficient if it recites the date of the judgment, the amount assessed remaining unpaid against the tract or tracts described in such execution, states that such tract or tracts were assessed to pay compensation for private property purchased, taken or damaged for public use as provided in the ordinance ordering such improvement, giving the title and date of the taking effect of such ordinance, and commands the Sheriff to sell each tract or parcel of property described in said execution, or so much thereof as may be necessary to satisfy the assess-

ment, interest and the costs of such execution and sale. And any number of tracts and parcels included in one judgment may be sold under one and the same execution and at the same time and in pursuance of one notice of sale, in which case the costs of such execution and sale shall be apportioned against the several tracts and parcels in proportion to the number of the same included in such execution; but on any such judgment execution may, at the instance of the city, issue against one or more tracts separately at different times, or two or more tracts may be included in one execution.

Upon sales made by the Sheriff under any such special execution he shall issue to the purchaser a certificate of purchase setting forth the substance of such special execution so far as it relates to the property described in such certificate, the date of sale, the purchaser, the property sold and the amount bid. Such certificate of purchase shall be delivered by the Sheriff to the purchaser on payment of the amount bid, which certificate shall be executed and acknowledged by such Sheriff before some officer authorized to take acknowledgments of instruments affecting real estate, and shall be filed for record in the office of the Recorder of Deeds of Jackson County at Kansas City, within six months after the date of the same. If the property so sold be redeemed within one year from the date of such sale by the owner of or a party interested in said property by payment to the Sheriff of the amount due on said judgment, together with any taxes that may have been paid by the purchaser after such sale and before redemption, including interest on said amounts at the rate of fifteen per cent per annum and costs up to the date of the redemption, no deed shall be given by the Sheriff. The holder of said certificate of purchase, prior to the redemption thereof, shall have the right to pay general and special taxes and special assessments against the property described in said certificate of purchase when the same are due and payable, and shall deliver the receipt or receipts therefor to the Sheriff, and any redemption by the owner or party interested in such property shall include the amount of such payments with interest thereon as above provided. Upon such redemption as herein provided of any lot or parcel of land sold under such special execution, the Sheriff shall give a certificate of redemption describing said lot or parcel and acknowledging receipt in full of said judgment, interest and costs, which shall be executed and acknowledged by such Sheriff before some officer authorized to take acknowledgments of deeds to real estate, and the cost thereof shall be included in the cost of such redemption. If

the lot or parcel of land so sold be not redeemed as herein provided, a deed shall be given at the end of one year from the date of said sale by the Sheriff to the holder of said certificate. Such deed may be given to the original holder or his assignee, and shall vest in the grantee all the right, title, interest and estate in the lot or parcel so sold.

SEC. 18. Any party aggrieved by any verdict and judgment aforesaid may take an appeal therefrom by filing such affidavit as is required in the appealing of civil cases and filing a bond in such sum and with such security as may be approved by the Circuit Court or judge thereof, conditioned that the party appealing, should the judgment be affirmed by the Appellate Court, or such appeal be dismissed, pay all the costs of such appeal. The bond and affidavit for such appeal, however, shall be filed within twenty days from the rendition of the judgment of confirmation of the verdict, and the appeal shall be perfected within sixty days from the date of said judgment, unless further time be granted by the court. In case of appeal, the judgment shall stand suspended until the appeal is disposed of, and no interest shall be allowed or collected on the judgment or on the assessments until such judgment be affirmed or appeal be dismissed. No writ of error shall be allowed. The clerk of the Appellate Court shall put such case on the docket for hearing at the next term of that court after the appeal is allowed. No error nor defect not affecting the rights of the appellant shall work a reversal of the judgment.

SEC. 19. The Common Council shall have the power with the concurrence of the Board of Park Commissioners, at any time before any of the parties assessed with benefits shall have paid the amount so assessed, to repeal the ordinance ordering the proposed improvement, if such repeal be deemed for the best interests of the city; and in such event the judgment for compensation and benefits shall be void.

SEC. 20. After the judgment of confirmation of such verdict and proceedings, the clerk of said court shall certify, under the seal of said court, to two copies of said verdict, one of which copies he shall deliver to the City Treasurer and one to the City Auditor; and said assessments and benefits, if any, against private property shall be a lien from the date of the taking effect of the ordinance in pursuance of which said assessments are made and said proceedings instituted, and shall attach to the several lots, or parcels of land so assessed with benefits as aforesaid; and said lien shall continue

against each lot or parcel assessed until the assessment against such lot or parcel has been paid or collected in full, both principal and interest. No assessment shall be defeated or affected by any irregularity affecting any other assessment or from the rendering of any other assessment invalid in whole or in part.

SEC. 21. Said assessments shall be payable in one installment, or in such number of annual installments as may be determined by the Common Council upon the recommendation of the Board of Park Commissioners, such determination to be declared in the ordinance of the Common Council under which said proceedings are instituted. All assessments confirmed by the Circuit Court during any year ending with the thirty-first day of March, if payable in more than one installment, shall have their first installment due on the thirty-first day of May next following, and the successive installments shall be due on the thirty-first day of each succeeding May, until all shall have been paid, with interest, as provided by law: *provided*, that assessments payable in one installment shall be payable without interest within sixty days after said judgment of confirmation thereof, and if not so paid shall bear interest at the rate of fifteen per cent per annum from the date of the confirmation thereof, and execution may issue thereon. Installments of all assessments payable in more than one installment may be paid without interest within sixty days after the date of the judgment of confirmation of the verdict of the jury making said assessment; but if not so paid they shall bear interest at the rate of seven per cent per annum from the date of said judgment of confirmation thereof until maturity, and such interest shall be due and payable annually on the thirty-first day of May of each year; *provided*, however, that the owner of the property charged with the payment of such assessment or any installment thereof, or the owner of any interest therein, shall have the privilege of paying such assessment in full, or any installment thereof, at any time, by paying all the interest thereon to a date six months after the date of such payment, except only as to any installment due within six months from the date of such payment, upon which installment interest shall be paid to maturity thereof; and on and after the tenth day of May of each year any statements made by the City Treasurer of taxes due or payable on any real estate shall include all assessments or installments thereof, or interest thereon, due on the thirty-first day of May of said year, and the City Treasurer shall receive payment thereof at the same time with the payment of city taxes.

All installments of assessments and interest on any such installments, if not paid at maturity, shall bear interest thereon at the rate of fifteen per cent per annum until paid; and if any installment of any assessment payable in more than one installment, or if interest on any installments, be not paid at maturity and shall remain in default for three months thereafter, then all the unpaid installments and interest shall be collectible, together with interest thereon at the rate of fifteen per cent per annum from the date of the maturity of said interest or installment in default, and special execution or executions may issue as aforesaid for the collection of all the installments and interest unpaid and the costs of such collection. *Provided*, that the owner or party interested may pay to the City Treasurer at any time before special execution has issued against his land, the amount of the installment or installments and interest in default with interest thereon at fifteen per cent as aforesaid, in which case the installments not then due shall not be affected by such default.

SEC. 22. The City Treasurer shall keep a record of all special assessments charged against lands hereunder. All assessments and interest thereon shall be payable at the office of the City Treasurer at any time before special execution has issued thereon, and thereafter they shall be payable to the Sheriff, with costs at any time before the date of sale.

The City Treasurer shall receive payment of assessments on part of any lot, parcel or piece of land, or, on the whole, in the same manner and to the same extent as in the case of the payment of city taxes or special tax bills, and shall make entry on his books accordingly, showing on what lot, piece or parcel of land payment has been made. When any person shall pay an assessment or installment, or part thereof, it shall be the duty of the City Treasurer to sign a receipt and duplicate receipt therefor; but it shall be sufficient if the amount paid be shown as stated in the receipt given for city taxes. The Treasurer shall immediately deliver all such receipts to the City Auditor, whose duty it shall be to countersign and deliver the original receipt to the payor and retain the duplicate, from which he shall from day to day make a perfect record and account showing what sums have been received by the Treasurer for each park district and on account of what improvement. And it shall be the duty of the City Treasurer to include in any statement of taxes due on any real estate any special assessments or installments thereof or interest thereon which may be due on said real estate.

SEC. 23. The City Treasurer shall collect said assessments and all interest thereon and hold all moneys collected therefrom, or by sale of lands under execution as aforesaid, upon special trust to apply the same in payment of land purchased, taken or damaged as aforesaid, or in payment of park fund certificates as hereinafter provided; and any balance or surplus resulting after all such payments, shall accumulate for the use of the park district or districts, and may be applied and used by the Board of Park Commissioners in its discretion. It shall be his duty to keep a separate and full account for each list of special assessments growing out of a separate proceeding as aforesaid, of all moneys received and paid out, and of all park fund certificates, if any, issued thereon, and of the payment and cancellation of the same, and of the distribution of dividends made thereon as hereinafter set forth; and he shall make report thereof each year as part of his annual report to said city, and shall publish the same with his annual statement.

Any moneys received from special assessments upon which no park fund certificates have been issued, shall be applied directly to the purposes for which said assessments were made; but the City Treasurer shall hold all funds collected from special assessments with interest thereon, if any, including annual assessments for maintenance of parks and boulevards within each park district until the same are applied to the purposes for which said assessments were made; and he shall be responsible for the safe keeping of said funds to the same extent as for other city funds, and shall keep separate accounts for each park district, and all interest accruing on daily balances shall be credited to such funds for each district; and for any breach of duty by the Treasurer or by the Auditor, prescribed in this article, they shall respectively be liable for a breach of duty as in respect to other city funds; and the bond required of the Treasurer for the faithful discharge of his duties shall be held to cover also the duties regarding all moneys collected from special assessments as aforesaid, and his duties as trustee hereunder, and his bondsmen shall be liable for any breach of said trust or said duty.

SEC. 24. After the confirmation by the Circuit Court, or Appellate Court on appeal, as hereinbefore provided, of any verdict in any proceeding in which special benefits are assessed against real estate as compensation for property purchased, taken or damaged for park purposes, the Common Council, upon the recommendation of the Board of Park Commissioners, and for the purpose of raising money in advance of dates when assessments are due, to pay for land purchased, taken or damaged, may provide by ordinance that

the City Treasurer shall issue park fund certificates in amount not to exceed the total amount of assessments against the private property shown in any such verdict and unpaid at the expiration of the said sixty days from the confirmation thereof as aforesaid. Such certificates shall be in such form and for such sums as may be provided by ordinance, and shall be either payable to the order of the registered holder or be payable to bearer. Any such certificate shall entitle the owner or holder thereof to his proportionate share as shown by such certificate, of the special assessments and the interest thereon, as the same are collected, upon which such certificates are issued, and shall so specify.

Distribution of the amounts collected upon said special assessments, including interest, shall be made to the holder or holders of such certificates *pro rata* at least semiannually, at such specified dates as may be provided in the ordinance authorizing the issue of the same, and the holder shall receipt for such payments; and the city shall be liable on such certificates to the holders thereof for the sums collected from the special assessments upon which said certificates are issued, and not otherwise.

Should the purchaser or holder elect, said certificates shall be registered by the City Auditor in the name of the owner and his assigns from time to time, and the Auditor shall certify such registration to the holder.

All park fund certificates issued on account of special assessments growing out of the same condemnation or assessment proceeding, including supplemental proceedings, which shall be considered a part of the original proceeding, shall be designated as a series; and if any series comprises more than one certificate, such certificates shall be numbered.

Each of such park fund certificates shall bear the certificate of the City Treasurer and the attestation of the City Auditor that the same is one of a series of certificates issued on account of certain special assessments to which such series relates, and that such series is not in excess of the same; and the Auditor shall keep a record of all certificates issued in each series, and of all payments and dividends thereon, and shall publish the same in his annual statement, and also statements of the amounts received by the City Treasurer from assessments; and shall, at the request of the holder of any park fund certificate, certify to such holder the amount that has been collected and paid on the same from special assessments, both principal and interest.

Immediately upon full payment and surrender of any park fund certificates, the Treasurer shall cancel the same and keep a record thereof and deliver the same to the Auditor, who shall give the Treasurer a receipt therefor; but when all the special assessments represented by a series of such certificates have been fully collected so far as possible, with interest thereon, and all sums collected have been distributed as aforesaid, such certificates shall be surrendered and cancelled, and if not surrendered, shall nevertheless be void.

SEC. 25. The Board of Park Commissioners may sell such park fund certificates at such price not less than the face value of the amount of special assessments, excluding interest, represented by said certificates, as may be obtainable, and shall determine the manner and means of such sale. Such certificates shall be delivered by the City Treasurer to the purchaser, upon payment therefor, upon the order of the Board of Park Commissioners, specifying the price, which order shall be countersigned by the Comptroller, who shall keep a record thereof; and the proceeds of such certificates so sold shall be used for payment for land purchased or condemned for a park or for park purposes, for the establishment of which the special assessments were made on which such certificates are issued; and any surplus remaining after all such payments are made in full shall accumulate for the use of the park district or districts; but such certificate may, by agreement, be issued directly in payment for land purchased, taken or damaged for parks or park purposes.

SEC. 26. It shall be the duty of the City Treasurer and said Board of Park Commissioners at all times to protect such park fund certificates by all means provided therefor, and said City Treasurer shall pay all sums collected from special assessments as aforesaid to the holders of such certificates issued thereon, and shall pay the same promptly on demand on the dates fixed for the distribution thereof as provided by ordinance.

SEC. 27. When, by reason of any error, defect or omission in any proceedings that may be instituted under the provisions of this article, a portion of the private property sought to be taken, or some interest therein, cannot be acquired, or an assessment is made against private property which cannot be enforced or collected, said Board of Park Commissioners may, and, in case park fund certificates have been issued, shall, institute, carry on and maintain supplemental proceedings to acquire the right and title to such property or interest therein, intended to be taken by the first proceeding, but which cannot on account of such defect, error or

omission, be acquired thereunder, or to properly assess against any piece or parcel of private property against which an assessment was in the first proceeding erroneously made, or omitted to be made, the proper amount such private property, exclusive of the improvements thereon, is benefited by the proposed park or other improvements, to be determined by the verdict of the jury in such supplemental proceedings; and the original assessments may be revised, corrected, increased or diminished as may be necessary or equitable under the provisions of this article for the original proceedings. Such supplemental proceedings shall be instituted and conducted as to the particular piece or pieces of private property sought to be acquired or assessed in like manner and with like effect as in the original proceedings, and shall be known and described as supplemental proceedings for the purposes specified in the original ordinance; and a supplemental verdict and assessment shall be made, confirmed, and two copies of the original verdict certified in every particular as in the original proceedings; and the assessments as established and corrected by such supplemental verdict shall be collected by the City Treasurer in the same manner and under like conditions and restrictions, powers and duties as in the case of original proceedings, and remain and be pledged for the payment of park fund certificates, if any, that have been issued or may be issued thereon.

SEC. 28. The city shall not be entitled to the possession of any lot or parcel of property taken under the provisions of this article until full payment of the compensation therefor, as determined, be made or paid into court for the use of the persons in whose favor such judgment may have been rendered, or who may be lawfully entitled to the same; and upon such payment as aforesaid, such Circuit Court, or judge thereof, in which proceedings were had, shall immediately order, adjudge and decree that the title in fee to, and every other interest in, the land so condemned and taken for such park, road, boulevard, avenue or public use be divested out of such owner and other persons interested and vested forever in the city to the use of such park district or districts: and the court shall thereupon, without delay, put the city in the possession thereof.

And subsequent legal proceedings shall not affect the title or possession of the city to said property so acquired, but shall only affect the question of damages and assessments for benefits, and the value to be fixed in such subsequent proceedings, if any, shall be as of the date of the original proceedings, and no improvements of the

property made in the meantime shall be considered. If the title to any property taken be in controversy, the right to the compensation therefor shall be determined in a suit between the parties claiming the same, in which none of the costs of litigation shall be borne by the city unless the city is one of the claimants, and during such controversy such compensation shall remain in the possession of the court; but the title and the possession of the city to the property taken shall not be in any manner affected by such controversy.

SEC. 29. The lands which may be selected and obtained under the provisions of this article shall remain forever for parks, parkways and boulevards for the use of all the inhabitants of said city subject to such rules and regulations as may be prescribed by ordinance of the Common Council upon the recommendation of the Board of Park Commissioners.

SEC. 30. The city shall pay all costs of proceedings under this article to take or damage private property or to levy assessments for benefits in payment of land purchased as herein provided, except costs of proceedings for collecting overdue assessments and tax bills, which shall be taxed against the real estate upon which said assessments are levied or said tax bills are issued, and except the costs upon appeal, which shall be paid by the party unsuccessfully prosecuting the same; and the City Counsellor shall, at the request of the Board of Park Commissioners and as a part of his duties as such City Counsellor, conduct or assist in conducting all proceedings for condemnation and assessments under this article.

If the city fail to collect any assessments in whole or in part, it may pay the amount not so collected out of the city treasury.

SEC 31. The Board of Park Commissioners shall have power to cause any road, parkway, boulevard or avenue, or part thereof, which may be under its control or management, to be graded, regraded, paved, repaved, guttered, reguttered, or otherwise improved or repaired, including the construction and repair of bridges, viaducts and sidewalks in such manner and at such time and with such material as said board may determine, and may pay for such work or improvements or any part thereof out of the funds not otherwise appropriated belonging to the park district in which such work or improvement is made, or out of the general park fund; *provided*, however, that if the Board of Park Commissioners shall recommend to the Common Council that any such work be done and the payment of the whole, or any portion thereof, be made in special tax bills, it shall be the duty of the Common Council, by

ordinance, without petition of the property-owners therefor, or right of remonstrance, to order such work to be done, in which case the Board of Public Works of said city shall apportion, or cause to be apportioned, the cost of said work or improvement and issue special tax bills therefor, or for any portion thereof so ordered to be paid in special tax bills, in the same manner and with the same effect as the cost of similar work or improvements is apportioned, and the tax bills in payment therefor issued, in such city for public improvements upon streets not under the control or management of such Board of Park Commissioners. *Provided*, further, that when any parkway or boulevard has been constructed, paved, guttered and otherwise improved at the expense of the adjoining property, such parkway or boulevard shall thereafter be maintained at the expense of the park district in which the same is situated, or out of the general park fund.

The contract for doing the work of construction and furnishing material for any such improvement shall be let by the said Board of Park Commissioners in such manner as shall be provided by ordinance; and such work shall be done under the supervision and control of the Board of Park Commissioners.

Before any road, parkway, boulevard or avenue, or part thereof, which may be under the control and management of the Board of Park Commissioners, shall be graded, or regraded, if the property-owners to be disturbed or damaged thereby shall not have waived all rights or claims to compensation for damages, proceedings shall be had for the ascertainment of the damages and benefits to arise from such grading or regrading of said road, parkway, boulevard or avenue in the manner provided by sections two (2) and following of article eight (VIII.) of the City Charter, and it shall be the duty of the Mayor and Common Council, upon the recommendation of the Board of Park Commissioners, to institute such proceedings and conduct the same to a conclusion without delay.

No petition or remonstrance of property-owners shall affect the power of the Board of Park Commissioners and the Common Council hereinbefore granted, to establish, change or re-establish the the grade of any parkway or boulevard.

SEC. 32. When any work is done, improvement made or land purchased, and payment therefor is to be made in special tax bills, or in special assessments, as provided in this article, the city shall in no event, nor in any manner whatever, be liable for or on account of such work done or improvement made or land purchased, by reason of the invalidity or error in any such tax bill or special

assessment, nor liable in any manner for the payment of the same.

SEC. 33. The real estate, exclusive of improvements thereon, in each park district may, upon recommendation of the Board of Park Commissioners, be assessed annually for maintaining, adorning, constructing, repairing and otherwise improving the park or parks, parkways, road or roads, boulevard or boulevards, avenue or avenues, or portions thereof, located therein, which are under the control and management of the Board of Park Commissioners; and such assessment may be made according to the valuation and assessment of real estate in each park district made for city purposes. Every such assessment shall be made and collected as provided by ordinance of the Common Council.

SEC. 34. All other sums used for improving any public park or parks, parkways, road or roads, boulevard or boulevards, avenue or avenues, or portions thereof, which are under the control and management of the Board of Park Commissioners, shall be paid out of appropriations from the general fund of the city, except as otherwise herein provided. It shall be the duty of the Mayor and Common Council of the city, within the first month of each fiscal year of the city, and from time to time thereafter, to include in the apportionment of the revenue of the city an appropriation for the purpose of acquiring, establishing, maintaining, adorning and otherwise improving parks, parkways and boulevards, and maintaining and improving such other roads, avenues or public squares as may be under the management and control of the Board of Park Commissioners, and for the general expenses of such board, and for other park purposes; and the said Board of Park Commissioners shall have power, by warrant upon the city treasury, signed by the president and countersigned by the secretary of said board, to expend the money collected, appropriated, or otherwise obtained for the use of parks, parkways and boulevards, and for other park purposes as aforesaid, and for the general expenses of such board but it shall not appropriate the money of one park district for use in any other park district. The Auditor shall make a record of all warrants of said board paid by the Treasurer.

SEC. 35. Said board shall make an annual report to the Common Council of the acts of said board and all its expenditures, showing the condition of all affairs under its control. The Common Council may require a report from said board at any time, and the records, books, papers and accounts of the board shall at all times be subject to inspection by the Mayor, Comptroller, or any

committee appointed by either house of the Common Council for that purpose.

SEC. 36. No roads nor streets shall be laid out or constructed through any park except said Board of Park Commissioners shall lay out and construct or permit the laying out and construction of the same; and any road, highway, street or alley (excepting railroads) or part thereof which may pass through or into or divide or separate any lands now used or condemned, or that may hereafter be acquired or condemned, for parks, shall, upon recommendation of said Board of Park Commissioners, with the consent of the Common Council of such city, be by said Common Council vacated and closed up and made a part of such park. And no railway shall be built into, through or over any park, parkway or boulevard without the consent of said Board of Park Commissioners; nor shall any telegraph, telephone or electric light wires or other wires, or posts, or supports thereof, be erected or placed in, upon, through or over any park without the consent of said Board of Park Commissioners; and said board shall have full power and authority to designate the place or places for and manner of erecting, placing and maintaining the same in or upon any park or boulevard, and may cause the place and manner of maintaining the same, whether heretofore or hereafter erected or placed, to be altered at such times and in such manner as it shall deem best for the interests of the city, and may require such wires in any park, parkway or boulevard to be laid under ground.

SEC. 37. Real or personal property may be granted, bequeathed, devised or conveyed to the city for the purpose of the improvement or ornamentation of parks, parkways or boulevards, or for the establishment or maintenance, in any park, of museums, zoölogical or other gardens, collections of natural history, observatories, libraries, monuments or works of art, upon such trusts and conditions as may be prescribed by the grantors or devisors thereof, and agreed to by the Common Council and Board of Park Commissioners. All property so devised, granted, bequeathed or conveyed, and the rents, issues, profits, and income thereof, shall be subject to the management and control of said Board of Park Commissioners.

Real estate may also be devised or conveyed to the city for the purpose of parks, parkways or boulevards, or additions thereto, upon such conditions, including exemption from payment of benefits or assessments for such improvements, as may be prescribed by the grantors or devisors thereof; *provided*, that the location of such

real estate be acceptable and the conditions of the conveyance be agreed to by the Common Council and Board of Park Commissioners.

SEC. 38. The Board of Park Commissioners shall have power to make by-laws, rules and regulations for the orderly transaction and conduct of its business, and to make and enforce contracts in the name of the city to carry out the purposes expressed in this article; and copies of the records of the Board of Park and Boulevard Commissioners, as heretofore constituted, kept by the secretary of said board, as well as copies of the records of the Board of Park Commissioners hereby created, kept by the secretary of said board when certified by the secretary of the Board of Park Commissioners, shall be presumptive evidence of their due enactment.

Said Board of Park Commissioners may appoint, employ and dismiss such engineers, surveyors, attorneys, agents, clerks and employees as it may deem necessary, who shall serve during the pleasure of said board, and it shall fix the duties and compensation of all its appointees and employees, who shall be paid by order of said board upon the City Treasurer out of the fund annually appropriated or levied for park purposes; and it may require any of its appointees or employees to give security to the city for the faithful performance of their duties.

SEC. 39. When any ordinance of the Common Council shall be passed upon the recommendation of the Board of Park Commissioners, as herein provided, it shall not be necessary for said ordinance to recite at length the resolution of the Board of Park Commissioners recommending the same; but it shall be sufficient to recite the fact of such recommendation by said board; and if the Common Council shall find and recite in such ordinance that said action of the Common Council has been recommended by the Board of Park Commissioners, no special tax bill nor park fund certificate that may be issued, nor special assessments that may be made for work done or for property purchased, taken or damaged, shall be held invalid or affected after the issuance of such special tax bill or park fund certificate, or after judgment of confirmation of such special assessment by the Circuit Court or Appellate Court on appeal, on the ground that such recommendation of the Board of Park Commissioners was not properly made.

SEC. 40. Nothing in this article shall be deemed to impair or invalidate any of the actions or proceedings of the Board of Park and Boulevard Commissioners of this city prior to the adoption of this article, and in all pending matters where the provisions of this

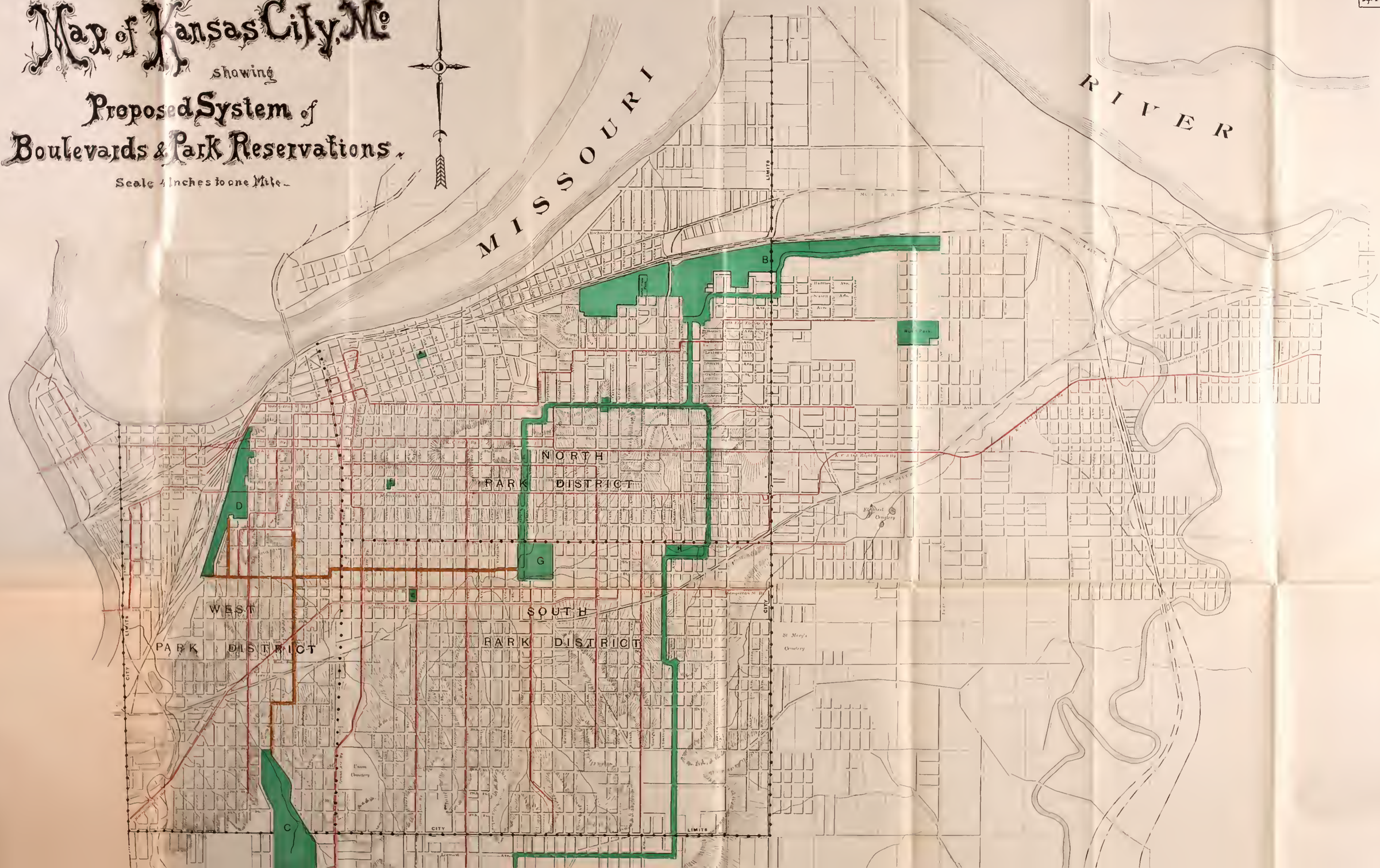
article can so apply without injury to the interests of said city, the same shall apply as to unfinished proceedings and unexpended moneys collected or appropriated for park and boulevard purposes; and the members of the Board of Park and Boulevard Commissioners as constituted at the time of the adoption of this article shal continue as members of the Board of Park Commissioners under this article until their successors are appointed and qualified; *provided*, that the terms of office of any such Commissioners shall in any event expire at the end of the fiscal year of 1896.

Map of Kansas City, Mo

showing

Proposed System of Boulevards & Park Reservations.

Scale 4 Inches to one Mile.



No 1
Sept 1893

NORTH
PARK DISTRICT

WEST
PARK DISTRICT

SOUTH
PARK DISTRICT

D

G

H

C

CITY LIMITS

WEST PORT

Union Cemetery

St. Mary's Cemetery

Swope Park

Hawthorn

Meyer Blvd

Gillham Rd

Main St

Troost Ave

Paseo

Harrison St

Broadway

Wornall Ave

Oakley

Hardesty

Linwood Blvd

Independence Ave

Metropolitan St Ry

K C & St J R R

K C & Ft S R R

K C Belt Line

Chicago & Alton R R

Hannibal Bridge

Overton, Olyer & Howe Eng. K. C.